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DRUGS AND VIOLENCE: THE CRIMINAL JUSTICE SYSTEM IN CRISIS

HEARING

BEFORE THE

PERMANENT
SUBCOMMITTEE ON INVESTIGATIONS

OF THE

COMMITTEE ON
GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

PART 2

MARCH 19, 1990
(DETROIT, MI)

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DRUGS AND VIOLENCE: THE CRIMINAL JUSTICE SYSTEM IN CRISIS

MONDAY, MARCH 19, 1990

U.S. Senate,
Permanent Subcommittee on Investigations,
Committee on Governmental Affairs,
Detroit, MI.

The Subcommittee met, pursuant to notice, at 9 a.m., in room 115, U.S. Federal Courthouse Building; 231 West Lafayette Boulevard; Detroit, Michigan; Hon. Sam Nunn, Chairman of the Subcommittee, presiding.

Present: Senators Nunn, Levin, and Cohen.

Staff present: Eleanore J. Hill, Chief Counsel; John F. Sopko, Deputy Chief Counsel; Alan Edelman, Counsel; Cynthia Comstock, Staff Assistant; Declan Cashman, Staff Assistant; Daniel F. Rinzel, Minority Chief Counsel; Carla Martin, Minority Assistant Chief Clerk; Kim Corthell, staff of Senator Cohen; and Jack Mitchell, staff of Senator Levin.

[Letter of authority follows:]

Pursuant to Rule 5 of the Rules of Procedure of the Senate Permanent Subcommittee on Investigations of the Committee on Governmental Affairs, permission is hereby granted for the Chairman, or any Member of the Subcommittee as designated by the Chairman, to conduct open and/or executive session hearings without a quorum of two members for the administration of oaths and the taking of testimony in connection with a hearing on the Drugs & Violence: The Criminal Justice System in Crisis, to be held on March 19, 1990, in Detroit, Michigan.

Sam Nunn,
Chairman.
William V. Roth, Jr.,
Ranking Minority Member.

OPENING STATEMENT OF SENATOR NUNN

Senator Nunn. The Subcommittee will come to order.

This morning the Permanent Subcommittee on Investigations begins its third of the series of regional hearings on the impact of drug abuse and violence on our State and local criminal justice system.

These hearings are part of a 15-month-long investigation that the Subcommittee and the General Accounting Office have been conducting on the national impact of the rise in drug related crimes and violence upon our country's criminal justice system.

During our work on the Anti Drug Abuse Act of 1988, I was told by numerous law enforcement agencies that our Nation's criminal justice system was bordering on the verge of collapse due to the drug epidemic. These dire predictions confirm what the American

Bar Association concluded in a special study that was released in November 1988. That study indicated:

> As currently funded, the criminal justice system cannot provide the quality of justice that the public legitimately expects. There is an immediate need to rethink our strategies for dealing with drugs, and the answers will not be so simple as merely making more arrests and imposing longer prison sentences.

I view today's hearings as an essential step in trying to rethink our strategies for dealing with drugs. The purpose for this hearing, as well as the entire Subcommittee study, is to develop an accurate data base on the extent and the nature of the national drug problem. Moreover it is intended to attempt to determine what works and what doesn't work in the fight against drugs and violence.

We have no shortage of rhetoric anywhere in the country on what we are really attempting in the drug effort. We have a great deal of shortage in terms of analysis and studies that indicate what works and what doesn't work.

Tough slogans and good intentions in the drug war are not necessarily useful to either the taxpayers or the Congress in deciding where scarce resources must be focused in the drug effort. In the absence of hard facts and a clear understanding of the complexities of the problem no strategy will work, regardless of how many hundreds of millions of dollars we spend on it.

This is the fundamental flaw that I believe has hampered our efforts in the past. We need to reexamine and perhaps to rethink, in some cases, the role our criminal justice system can and should be expected to play in our battle against drug abuse.

Without a doubt we need a strong criminal justice system which can respond swiftly and forcefully to the crime and violence plaguing our communities.

We've heard over and over again, from law enforcement officials, that the major problem is that surety of punishment no longer exists and the criminals know it. We must insure that criminal activity will be punished and that the punishment will be meaningful. To do so, however, we must look at the criminal justice system as a whole. We cannot throw money, manpower or resources at any one part of the system without understanding what that will mean for all of the other parts.

Our criminal justice system is like a funnel. There is only so much you can fit into the funnel before it either gets clogged or bursts apart. Our job is to figure out how to keep everything flowing smoothly through that funnel.

One obvious way to do so is to try to reduce the flow through the funnel. We need to pay greater attention to education, prevention and treatment efforts in order to alleviate the burden which law enforcement must show.

With increasing frequency in recent years I've heard from law enforcement officials from every level, from the local level through the Federal level, that law enforcement alone, no matter what resources are given to it, cannot solve the drug problem. I'm not so sure that I would have heard the same thing from law enforcement officials 10 or 15 years ago. Today, however, I am hearing police officer after police officer say that we have to devote more time and effort to anti-drug educational efforts if we're ever going to turn the corner on this problem.

I believe that is the general direction we must go in. We must do more to prevent our youth from getting trapped in the downward spiral of drug abuse and crime. We need to learn more about how education and prevention efforts can ease the burden of the criminal justice system before we, in Congress, commit billions—millions it used to be—now billions of dollars, to fight the drug problem. We need to know where the most urgent needs are and how to begin to address them.

We need to know what works and what does not work. We no longer have the time or the money to repeat the failures of the past. The funnel in the criminal justice system area is on the verge of bursting.

I remember very well, in 1970, then President Nixon declared that drugs were our public enemy number one, and he declared an all out war on drugs.

Over the last 20 years every president, whether Democratic or Republican, has declared war on drugs. When President Nixon made that declaration, at the Federal level, we were spending $200 million a year. Now we're spending $10 billion a year. This morning we will review the results of that 20 year-long war in Michigan.

I'm under no illusion that today's hearings will provide an answer to the drug problem. I'm hopeful that we will begin, however, based on the information we receive, to be able to set priorities in a more meaningful way. We need the benefit and the knowledge and experience of individuals such as those we will hear from today in Michigan. With your help perhaps we can begin to develop the kind of focused and effective drug strategy that this Country so desperately needs.

In closing I'd like to particularly thank Senator Levin and his staff for all of the work you've done in putting together today's hearings. Senator Levin is an active and very valued member of our Subcommittee, and he has contributed graciously to the Subcommittee's work over the years.

[The prepared statement of Senator Nunn follows:]

PREPARED STATEMENT OF SENATOR NUNN

This morning, the Permanent Subcommittee on Investigations begins its third of a series of regional hearings on the impact of drug abuse and violence on our state and local criminal justice systems. These hearings are part of a fifteen month-long investigation that the Subcommittee and the General Accounting Office have been conducting on the national impact that the rise in drug related crimes and violence has had upon our country's criminal justice apparatus.

During my work on the Anti-Drug Abuse Act of 1988, I was told by numerous law enforcement agencies that our nation's criminal justice system was bordering on the verge of collapse due to the drug epidemic. These dire predictions merely confirmed what the American Bar Association concluded in a special study that was released in November 1988, namely that:

> [a]s currently funded, the criminal justice system cannot provide the quality of justice that the public legitimately expects . . . there is an immediate need to rethink our strategies for dealing with drugs, and the answers will not be so simple as merely making more arrests and imposing prison sentences.

I view today's hearings as an essential step in trying to rethink our strategies for dealing with drugs. The purpose of this hearing as well as the entire Subcommittee study is to develop an accurate data base on the extent and nature of the national drug problem. Moreover, it is intended to attempt to determine what works and what doesn't in the fight against drugs and violence.

Tough slogans and good intentions in the drug war are not necessarily useful to either the taxpayer or Congress in deciding where scarce resources must be focused in the drug effort. In the absence of hard facts and a clear understanding of the complexities of the problem, no strategy will work regardless of how many hundreds of millions of dollars you spend on it.

This is the fundamental flaw that I believe has hampered our efforts in the past. In response to public outcry, politicians vow to get tough on drugs and tough on crime. But what are we really accomplishing by this? Los Angeles Police Chief Daryll Gates has said that on any given night in Los Angeles his men could go out and make thousands of arrests. But, as Chief Gates points out, the only thing he would accomplish by this would be to bury the Los Angeles court system under an avalanche of cases from which it could never hope to free itself. Unfortunately, the same is true here in Detroit and throughout the state of Michigan. Even up in Chippewa County, we have been told by County Prosecutor Pat Shannon that at any time he could easily inundate the local court system with drug cases arising out of the state prisons in his county.

Even if the court system could handle all these cases, where would we put all of the new prisoners which would be generated as a result? Across this nation, our federal prisions, our state prisons, and our local jails are overflowing with inmates. In a report done last year at my request, the General Accounting Office found that our federal prisons were operating at 56 percent over capacity.

Here in Michigan, the situation is no different. Although the state of Michigan has undertaken a massive $900 million prison building program over the past few years, it is my understanding that even after this building program is completed the state prison system will still be 16,000 beds short. We will hear today from the Director of the Department of Corrections as to what this all means for the future of law enforcement efforts in this state.

At the local level, 31 different counties in Michigan have been forced to invoke the Jail Overcrowding Emergency Powers Act a total of 147 times, which has resulted in early release of hundreds of county jail inmates. We will hear today from one county sheriff who has to invoke that Act twelve times. I also understand that the situation here in Wayne County is so severe that every Friday a local circuit judge must decide which prisoners to release from the Wayne County Jail in order to bring the overcrowding problem to a manageable level.

We need to reexamine, and perhaps to rethink, the role that our criminal justice system can, and should be expected, to play in our battle against drug abuse. Without a doubt, we need a strong criminal justice system which can respond swiftly and forcefully to the crime and violence plaguing our communities. I have heard over and over again from law enforcement officials that the major problem is that the surety of punishment no longer exists and the criminals know it. We must ensure that criminal activity will be punished and that the punishment will be meaningful.

To do so, though, we must look at the criminal justice system as a whole. We cannot throw money, manpower, or resources at any one part of the system without understanding what that will mean for all the other parts. Our criminal justice system is like a funnel—there is only so much you can fill that funnel with before it either gets clogged or bursts apart. Our job is to figure out how to keep everything flowing smoothly through that funnel.

One obvious way to do so is to try to reduce the flow through the funnel. We need to pay greater attention to education, prevention, and treatment efforts in order to alleviate the burden which law enforcement must shoulder. With increasing frequency in recent years I have heard from law enforcement officials that law enforcement alone, no matter what the resources given to it, cannot solve the drug problem. I am not so sure that I would have heard that attitude from law enforcement ten or fifteen years ago; today, however, I am hearing police officer after police officer say that we have to devote more time and effort to anti-drug educational efforts if we are ever to turn the corner on this problem. I believe they are right.

We need to do more to prevent our youth from getting trapped in the downward spiral of drug abuse and crime. We will hear today from the director of a local juvenile services program who will tell us about the kinds of things they are doing to prevent today's juvenile offenders from becoming tomorrow's adult criminals. We will also hear from a county prosecutor who is personally spreading the message to the youth of his county to "say nope to dope." Programs such as this are vital to reducing the flow into that funnel.

Law enforcement itself also has a role to play in reducing the flow into that funnel. I am encouraged to hear about efforts here in Michigan such as community policing, which gets police officers involved not only in providing for the public safety, but also in working together with community residents to develop new structures and tactics designed to improve the quality of life of the community and to encourage the community to assume a greater role in providing for its own safety. I am encouraged by efforts such as those of the Detroit police who are working in conjunction with the city housing authority and other city agencies to attack the problem of crack houses which are plaguing this city. And I am encouraged by the efforts of police officials such as Saginaw Police Chief Alex Perez, who has advocated a coordinated approach which would integrate the efforts of the police with those of all other city agencies in dealing with the drug problem.

We need to learn more about these types of efforts. Before we in Congress commit millions of dollars to fight the drug problem, we need to know where the most urgent needs are and how best to address them. We need to know what works and what does not work. We no longer have the time, nor the money to repeat the failures of the past. The funnel is ready to burst.

Although I am under no illusion that today's hearing will provide a simple answer to the drug problem, I am hopeful that it will help us to begin setting priorities. We need the benefit of the knowledge and experience of individuals such as those we will hear from today. With their help, perhaps we can begin to develop the kind of focused and effective drug strategy that this country so desperately needs.

In closing I would like to thank Senator Levin and his staff for all their assistance in putting together today's hearing. Senator Levin is an active and valued Member of the Subcommittee who has contributed graciously to the Subcommittee's work over the years. Senator Levin, I am pleased to be here in Michigan today, and I look forward to hearing from the citizens of your great stae as to how we can attack this problem which is devastating our country.

Senator NUNN. Senator Levin, we are delighted to be in Michigan today, and we look forward to hearing from your citizens and your law enforcement officials as to the problems here and their advice on how we can begin attacking this problem in a more meaningful way. So we're delighted to be here today.

Let me first turn to Senator Cohen, from Maine, who is another member of our Subcommittee, who has done an outstanding job over the years in this area and many other areas. And then, Senator Levin, we'll turn to you for your statement.

OPENING STATEMENT OF SENATOR COHEN

Senator COHEN. Thank you, Mr. Chairman. I'll be very brief. I have a prepared statement I would ask to have you put in the record.

Simply let me indicate that there seems to be a pattern. I had served with Senator Nunn on this Subcommittee ever since going to the Senate in 1978. We've held a number of hearings in different fields.

You will recall that we held hearings on chop shops, counterfeiting, and contractor fraud, and certainly you've been a leader in investigating organized crime.

In every single instance we've seen that there has been little risk of apprehension, little risk of prosecution, little risk of conviction, little risk of punishment upon conviction. When you measure that against the reward of the large dollars involved in every one of these prior cases we found there was a crisis. The same thing is true in the drug business. There has been little risk of being caught or prosecuted or penalized. If you're penalized, you're out on parole because the prisons are overcrowded. There are very big dollars involved. Therefore, it's little wonder that we have a crisis.

As Senator Nunn has indicated, we don't have the answers. For some people prison is the answer and for others it's not the answer. Many would think that perhaps capital punishment is too easy a solution for those who are engaged in the trafficking of drugs.

I would agree with the proposition that we have to reduce the flow of drugs, and we have to raise the risk to the death merchants to make them understand they're going to be caught and prosecuted and made to pay a penalty.

We also have to hold out the promise to those who are penalized, and who are capable and willing to be rehabilitated, that they will have training and jobs and opportunity.

Finally, Mr. Chairman, I agree with the point that you stressed concerning education. I don't know how many people saw this morning's news, but once again that young boy from New York City was in the morning news. He was accosted by an older boy who tried to force him to take crack. He refused and he was set on fire and now lingers just above death in a New York hospital. The older boy, the one who set him on fire by the way, was 13 years old. That's how desperate it has become in our cities, and indeed not only our cities but our rural areas as well.

I think the education message to our young children has to be that if you try crack, you're going to go on a trip, but it's going to be a trip to hell and you may not be able to get back during your lifetime. That's the message that we have to expend a great deal of our resources on to get through.

Thank you, Mr. Chairman, for calling the hearing, and Senator Levin, who also has been a leader in this field. I'm pleased to be here in Michigan.

[The prepared statement of Senator Cohen follows:]

PREPARED STATEMENT OF SENATOR COHEN

I want to thank the Chairman, Senator Nunn, for holding this hearing, the third in a series, to explore the problems confronting states and communities as a result of drug abuse and the crime and violence it generates. Senator Nunn and Senator Levin have been leaders in the war against drugs, and their work and their staffs' work in putting this hearing together are to be commended.

The drug problem is an issue of grave concern to Americans throughout the country. Drugs have reached into every state, community, neighborhood and school. Drugs have destroyed the lives of untold numbers of individuals; and have turned neighborhoods and communities into battle zones were innocent citizens are no longer safe in their homes, let alone walking the streets.

We all recognize that there is no easy or single solution to the problems confronting us in this area. The states and the federal government must find ways of dealing with the immediate problem of the crime and violence generated by the illicit drug trade, while pursuing long term education and prevention strategies that will reduce demand.

Congress has enacted several anti-drug measures designed to enable the federal government, as well as states, communities, and schools, to more effectively wage the battle against illegal drugs. Federal funding for these efforts have been substantially increased, to $8.8 billion in the current fiscal year. The question is are these funds being spent on programs where there is the greatest need and where they will achieve the most results?

This hearing will help answer that question. In determining how best to allocate limited federal resources, Congress must have an accurate assessment of the problems facing states and communities—where the battle against drugs will be won or lost. Moreover, we need to know what programs are working and which ones are not.

I look forward to hearing from this morning's witnesses—individuals who are on the front lines in the war against drugs. Their knowledge and experience will be invaluable to us in our search for ways to reverse the destruction that illicit drugs have brought to our communities and neighborhoods.

Senator **NUNN**. Thank you very much, Senator Cohen.

Senator Levin?

OPENING STATEMENT OF SENATOR LEVIN

Senator **Levin**. Thank you, Mr. Chairman.

First, let me welcome you and Senator Cohen and your staffs. I'm grateful, and the people of Michigan are grateful for your bringing the resources of this Subcommittee to the State of Michigan, and bringing them to bear on the problem that we face here. It's a similar problem to other parts of the country, but there are certain aspects of it here that we believe can be helpful and understood to the deliberations of this Subcommittee.

There are some who still believe that the drug problem is limited to our larger cities. Well, I've been traveling across our State from large cities to suburbs, to towns, to rural areas. I've gone from one part of the State to another, from Grand Rapids to the Sault, from Lenawee to Marquette.

And what did I hear from those kids in Port Huron, from doctors in Kalamazoo, from sheriffs in Flint and Jackson? From the Drug Task Force in Traverse City? The story is the same; we're facing a daily overdose of drug-related crime.

Today we're going to hear about the dramatic challenge that the drug epidemic poses to our local police, sheriffs, prosecutors and the courts. The people who work to keep our community safe are on the front lines in the war against drugs.

The figures that we'll hear today, Mr. Chairman, are alarming; 60 to 80 percent of all criminal offenses in many of our Michigan communities are drug related. In Detroit felony narcotics arrests have more than doubled since 1985. In Calhoun County the drug-related arrests have increased fivefold in the last 4 years.

And we'll hear that our in our Michigan prisons, drug offense commitments more than tripled between 1986 and 1988. This doubling and redoubling has a staggering effect on our community, on our law enforcement offices and on the entire criminal justice system. We're dealing with an insidious enemy.

One thing is certain: Here in Michigan we face this common threat with a common set of desires. We want the drugs away from our kids and our schools, we want drug dealers off our streets, and the crack houses closed down. We want our police and prosecutors armed with tough laws and the tools to enforce them.

We want law enforcement backed up by effective treatment so that we can break the cycle of addicts creating more victims for their crimes and more customers for their poison.

The picture that will be painted here this morning is bleak. It is role of thorough investigative work to expose the depth of the problems that we face. And I commend the staff of this Subcommittee and I commend the staff of GAO for their work. They've done an excellent job.

Mr. Chairman, Michigan is fighting back against the drug dealers and others who prey upon our young people and threaten our law enforcement officers.

Across our State, and in many parts of the Country, our children are getting the tools of confidence and self esteem to resist drugs, to kick drugs out of the schools. Side by side with their teachers and principals and law enforcement officers, I think we're having some success in our schools. I have visited many classrooms where programs that provide self esteem and resistance to drugs are being placed into the minds and hearts of our young people, particularly in the fifth and sixth grades in Michigan, where we have a number of programs that are working well.

We're working every day to give the police and prosecutors the tools that they need to effectively do their job. We're working to make communities across Michigan dangerous places to do business if your business is to peddle drugs. But we still have a long way to go.

Recently I visited a neonatal intensive care ward at a hospital just a few miles from here. In that ward there were drug addicted infants that were hooked up with so many tubes and with so many sensors that it was difficult to identify their tiny human forms. When you see those faces and you look into those eyes, then you know that we're in a war, and you know that we have to win it. And, Mr. Chairman, we're going to win it.

[The prepared statement of Senator Levin follows:]

PREPARED STATEMENT OF SENATOR LEVIN

Mr. Chairman, first I want to thank you for bringing the resources of the Permanent Subcommittee on Investigations to Michigan to examine the effects of the drug crime wave on law enforcement.

Today we are going to hear about the dramatic challenge that the drug epidemic poses to our local police, sheriffs, prosecutors and courts. The people who work to keep our communities safe are on the front lines of the war against drugs. And these men and women in our law enforcement system are facing a daily overdose of drug-related crime.

The figures we will hear today are alarming. 60-80 percent of all criminal offenses in our Michigan communities are drug related. In Detroit, felony narcotics arraignments have tripled since 1986. In Calhoun County we will hear that drug-related arrests have increased five-fold in the last four years. And in our Michigan prisons, we will hear that drug offense commitments more than tripled between 1986 and 1988. This doubling and redoubling has a staggering effect on our communities, on our law enforcement officers and on the entire criminal justice system.

What we will hear today is that this criminal underworld hasn't targeted just our cities; it has surfaced in Michigan and across the nation in suburban and rural communities as well. It is an insidious enemy.

One thing is certain. Here in Michigan we face this common threat with a common set of desires. We want the drugs away from our kids and our schools. We want drug dealers off our streets and out of the enclaves they've created in our communities. We want our police and prosecutors armed with tough laws and the tools to enforce them. And we want law enforcement backed up by effective treatment so we can break the cycle of addicts creating more victims for their crimes and more customers for their poison.

The picture we are painting today is bleak. It's the role of very thorough investigative work to bring out the great depth of the problems we face, and I commend the staff of the GAO and the Subcommittee for their work. They have done an excellent job.

But I want it to be clear that Michigan is fighting back against the drug dealers and others who prey upon our young people and threaten our law enforcement officers.

Across this state and in many parts of the country, our children are getting the tools of confidence and self-esteem to resist drugs, to kick drugs out of the schools themselves, side-by-side with their friends, their teachers and principals and law enforcement officers.

We're working every day to give police and prosecutors the tools they need to effectively do their jobs. Together we're working to make communities across Michigan dangerous places to do business if your business is to peddle drugs.

We still have a long way to go. Recently I visited a neonatal intensive care ward at a hospital near here. In that ward, there were drug-addicted infants hooked up to so many tubes and sensors that it was difficult to identify their tiny human forms.

When you see those faces, when you look into those eyes, you know we are in a war and you know we have to win it.

And, Mr. Chairman, we will win it.

Senator NUNN. Thank you very much, Senator Levin.

Our first panel witnesses this morning are from the General Accounting Office. They will present a brief summary of a 15 month long investigation they've been conducting on behalf of this Subcommittee. In addition they will describe the effects of drug related crimes and violence upon the criminal justice systems of Detroit and Adrian, Michigan; two of the eight cities chosen by the GAO, to exemplify the extent of the national problem.

Testifying for the panel this morning will be Lowell Dodge, the Director, Administration of Justice Issues, for the General Accounting Office.

Accompanying him is John Luke, the manager of the Detroit Region of the GAO; Henry Malone, the Evaluator-In-Charge of the Michigan portion of investigation, and Dorian Dunbar, from the Los Angeles Region of the GAO, who is the Evaluator-in-Charge of the over all national investigation.

Mr. Dunbar, as well as others from his staff in Los Angeles, have been especially instrumental in the preparation of today's hearings, as well as our first set of hearings last June in Georgia.

Gentlemen, we thank you for being here today. This Subcommittee gives oaths to everybody who appears before it, so all of you who are going to be testifying, please stand, and I will administer the oath.

[Witnesses were thereupon duly sworn in by the Chairman.]

Senator NUNN. Thank you. Mr. Dodge, I believe you're going to lead off this morning, and then we'll ask you to call on your assistants as you see fit, and we'll ask questions and let you field them as you see fit between you and the other members of the panel.

TESTIMONY OF LOWELL DODGE, DIRECTOR, CRIMINAL JUSTICE ISSUES, GENERAL ACCOUNTING OFFICE, WASHINGTON, DC, ACCOMPANIED BY JOHN LUKE, MANAGER OF THE DETROIT REGION, GAO, HENRY MALONE, EVALUATOR IN CHARGE, MICHIGAN INVESTIGATION, GAO, AND DORAN DUNBAR, EVALUATOR IN CHARGE, NATIONAL INVESTIGATION, LOS ANGELES REGION, GAO

Mr. DODGE. Thank you, Mr. Chairman and members of the Subcommittee. We're pleased to be here to discuss our work to date on drug crime and its impact on our criminal justice system.

With your permission, Mr. Chairman, I'd like just to touch on some of the highlights of our statement and ask that the full statement be included in the record.[1]

Senator NUNN. Without objection your full statement will be part of the record.

Mr. DODGE. Well, we don't need GAO, Mr. Chairman, to tell us that we're dealing with a very serious problem here, but our work, we hope, will help the Subcommittee put some dimensions on the problem and help see the way to possible solutions.

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[1] See p. 79.

Drug crime, at least as measured by arrests, is increasing at a substantially greater rate than non-drug crime. I'd like to move right to our chart here, which I believe illustrates this point.

As you look at the chart that we have on display you'll see the percentage increase in rates of narcotics arrests as compared to other arrests. The narcotics arrests are the shaded portions. And looking, for instance, at the tallest column, the Detroit column; what that column says is that between 1985 and 1988, drug arrests in Detroit increased 156 percent, as compared to a much smaller increase of only 16 percent for non-narcotic serious arrests. So you can see that the lion's share of the increase in crime we're experiencing relates to drug crime.

Senator NUNN. Mr. Dodge, let me ask one question there, and since we just have three members of our panel here this morning, I'll ask Senator Levin and Senator Cohen, if you feel that you need to clarify as we go along, go ahead and ask questions as we go along.

Now let me ask you your definition of narcotics arrests, there? You're not talking about, as I understand it, what we have called drug related arrests? For instance, if someone commits a burglary or murder because of drugs they aren't in this chart in terms of the narcotics arrests, they would showup in the smaller box, the white box, is that right?

Mr. DODGE. You are absolutely correct, Mr. Chairman. These are arrests for direct drug crimes, and these charts do not include drug related arrests.

Senator NUNN. So actually to really understand the whole picture, an awful lot of crimes in those white boxes there are also drug related?

Mr. DODGE. That's true.

Senator NUNN. But they aren't violations of the narcotics laws, per se, and therefore they're showing up as, non-narcotic, arrests?

Mr. DODGE. So that the totality of the drug related problem, as we see it is some multiple of what we show on these charts, that's true.

Now we picked out Adrian as a smaller city in Michigan, just for comparative purposes. And there, also, we see a fairly substantial increase over the last four years in drug arrests.

The shaded portion on the right-hand pair of columns, represents 133 percent increase over that 4 year period as compared to the 66 percent increase for the non-drug crimes.

Looking at the State of Michigan, over all, 70 percent is the increase over the past four years for drug related crime, and 11 percent only for the non-drug arrests.

To put this chart in perspective, Mr. Chairman, the national figures are in the under 50 percent category for increase over that same 4 year period. So Michigan has experienced an even greater proportionate increase than the Nation as a whole.

We've done some work, Mr. Chairman, on assessing the response of State and local law enforcement officers here in Michigan to the problem. And we detailed these measures, these tactics, and they include "rip rides," "pressurepoints," "wrap-arounds," and devices like that here in Detroit and elsewhere. And rather than go into detail with them, I will leave them to be described more fully by subsequent witnesses, and move directly to what we see to be the impact of these increases in drug arrests. And here, again, I'll be selective.

Looking initially at the impact on the court system herein Michigan, we see arraignments are up, for instance, 216 percent in Detroit, over the same four year period from 1985 to 1988.

Drug cases in the Federal courts are up four times now what they were in 1980.

In our prisons, Mr. Chairman, 38 percent of those in our Federal prison system are serving time for drug crimes. And we're at 56 percent and over capacity in our Federal prisons.

Here in the State of Michigan, 12 of 26 of the State correctional institutions are currently overcrowded. And the projections show this getting worse and not better.

And one rather interesting situation we discovered right here in Wayne County, the Wayne County jails have not been able to take misdemeanants since 1984, and they are currently under court order as to the number they can hold in the jail. And, because of drug crime arrests, and other arrests, what this means is that once a week, every Friday, the Wayne County jails must release felons back into the public to bring their total number of inmates back down to the level in the court order.

What this means, Mr. Chairman, is for instance in a recent 5 month period, 900 felons, some of them awaiting trial, some of them already convicted, have been released in this Friday release program of felons, from the Wayne County Jail.

There's another informal calculation one can make that drives the point home. If you compare the total number of drug arrests to current prison capacity at the Federal level—Federal prison population is something in the neighborhood of 50,000 inmates at the current time—in 1988, Nationwide, there were 794,000 people arrested on Federal drug charges.

So it works out that we can fill each available space in our Federal prisons on the order of 15 times, with the drug arrestees from a single year.

And that's drug crime only, Mr. Chairman. That's——

Senator NUNN [interposing]. 749,000 drug arrests——

Mr. DODGE [interposing]. Nationally——

Senator NUNN [interposing]. Nationally. And 50,000 prison beds?

Mr. DODGE. Right, and if my arithmetic is right that works out roughly to 15 arrestees per available space in our Federal prisons.

Senator LEVIN. How many people are convicted each year, in the Federal system, of drug crimes?

Mr. DODGE. I believe the number for—I would turn to my associates here, but I believe the number is something under 5,000 per year. So we're obviously not seeing all of these convicted. This is the number of arrestees and not the number of convictions.

Senator NUNN. Something's got to be wrong with that, 749,000 arrests and 5,000 convictions. That doesn't sound like that's possible.

Mr. DUNBAR. Excuse me, Mr. Chairman, the 749,000 figure is a figure provided by the FBI under their Uniform Crime Report System; and this represents arrestees at all of the State and local level jurisdictions.

Senator NUNN. That's total?

Mr. DUNBAR. That's total, right. And I think the comparison just made was with the Federal prison system. Now, you also have jail space in local jails and State prison——

Senator NUNN [interposing]. Does anybody have a number on the number of prison beds we have? Nationwide, county, State and local? It seems to me that would be a more apples and apples comparison.

Mr. DUNBAR. Yes, I don't have it right at my fingertips here, but we plan to have that in the final report, and we do have those figures.

Mr. DODGE. Mr. Chairman, we'd be willing to develop that number and submit it for the record, if you'd like.

Senator NUNN. Well, if the 749,000 figure is for all arrests at every level, Federal, State and local; and the 50,000 is the number of Federal beds, then the missing link there—to give an accurate comparison—would be: What is the number of prison spaces we have in the total, country?

Mr. DODGE. That number is 627,402 as of the end of 1988.

Senator NUNN. And then, I think, also, the number of convictions, too.

Senator COHEN. Would you just clarify the number of convictions? Is that Federal convictions, or——

Mr. DODGE. No, my number was a Michigan number, unrelated. And the number 5,000 is not the correct number. We'll also supply that number to the record.

In the State of Michigan the picture is not quite as drastic. There are about 21,000 prison beds in the State prison system in Michigan and 27,000 drug arrests, Statewide, in 1988.

Senator LEVIN. What was the total number of arrests, do you know? For felonies in Michigan, in order to compare your prison beds?

Mr. LUKE. 81 thousand total drug arrests (felonies and misdemeanors).

Mr. MALONE. 81 thousand is your total drug arrests in Michigan.

Senator LEVIN. For felony arrests in Michigan?

Mr. LUKE. No, the 27,000 includes both felonies and misdemeanors.

Senator LEVIN. And 21,000 of those were drug arrests?

Mr. LUKE. No.

Mr. MALONE. Let me clarify that, Senator. The 27,000 would be total drug arrests.

Senator LEVIN. Okay, and drug arrests? You just gave a figure there. I thought it was 21,000, but maybe it was 11,000?

Mr. MALONE. No. Okay, I'm looking at this, Senator, and let's start over.

The 81,000 arrests in Michigan as of 1988, that's total arrests.

Mr. DODGE. That's 81,372.

Mr. MALONE. Right.

Mr. DODGE. For serious crimes in the State of Michigan in 1988. And of that, 27,154, for narcotics law arrests.

Mr. MALONE. Okay.

Mr. DODGE. Well, the State of Michigan, and other locations as well, Mr. Chairman, have taken steps to reduce these burdens. And again, we detailed these steps in our statement, but I would rather leave the precise description of these programs, alternatives to incarceration, and others; to the witnesses that will follow.

And say, in conclusion, Mr. Chairman, the underscore, which is perhaps an obvious truth, which is that as our law enforcement capability becomes more effective and more efficient we only increase the burden that we put on the other components of the criminal justice system, by increasing the number of arrests and the number that have to be dealt with by our courts and by our prisons.

But if we have a situation where we are actually winding up having to let criminals out of prison, are we really only undercutting the law enforcement efforts that we ought to be supporting? That we are investing so much in?

And, Mr. Chairman, we will look forward to developing policy options for the Subcommittee and for the Congress, and presenting them in our final report, which will expect to have ready within five to six months.

Senator **Cohen**. Could I inject one here real quick?

Senator **Nunn**. Yes.

Senator **Cohen**. You began, Mr. Dodge, by saying that things were not that bad in Michigan? And then you quoted 81,000 arrests out of a total of 749,000? It doesn't sound to me like you're doing that well.

Mr. **Dodge**. The State of Michigan—I think I said in the beginning—shows, through its rate of arrests both in the drug area and in the non-drug area, that it's worse than the Nation at large, not better. So you would expect a fair amount of—a fair fraction of national arrests to be reflected by this, in this State.

Senator **Cohen**. I just got the impression, from your remarks, that they were not faring that poorly compared to other states, and it seemed to be just the opposite.

Mr. **Luke**. As a matter of fact, Senator Cohen, if you look at the last 5 years or so, the rate of narcotics arrests within the State of Michigan out paced the national numbers.

Senator **Nunn**. I believe also that the 81,000 was all arrests in Michigan, right?

Mr. **Luke**. That's correct, all serious crimes.

Senator Nunn. And the 749,000 was drug related arrests Nation wide?

Mr. **Luke**. Nation wide.

Mr. **Malone**. That's correct.

Senator **Nunn**. I think what we're going to need is an apples and apples comparison here.

Mr. **Dodge**. The comparable national figure for all part one arrests, serious arrests, is 1,860. So, if you want to compare the 81,000 roughly Michigan total arrests for serious crimes number, the number to compare it to nationally is 1.86 million.

Senator **Levin**. I think where you indicated Michigan is doing a little bit better was the number of prison beds?

Mr. **Dodge**. That's correct.

Senator **Levin**. I thought that was the reference that you made, and there has been a very major construction program of prisons in Michigan.

Senator NUNN. Do any of the other witnesses want to make any statement at this point, or do you want us to go ahead with questions?

Do you have any other statements?

Mr. LUKE. No.

Mr. MALONE. No other statements, Senator.

Mr. DUNBAR. No.

Senator NUNN. You stated, Mr. Dodge, that despite innovative measures being taken, the criminal justice system is still stretched to capacity. With respect to Detroit and Adrian in particular, and Michigan in general; are there any specific parts of this criminal justice system that are suffering more than others?

Mr. DODGE. Yes, we identified the jails and prisons, Mr. Chairman, as suffering from the greatest overburden, primarily because it takes much longer to build prison space than it does to add prosecutors and judges, and add courtroom space, perhaps. And thus you see the tremendously high rates of overcrowding, not only in Michigan and Wayne County, but in the Nation as a whole.

We have not identified too many other jurisdictions that have a Friday felon release program comparable to that of the Wayne County jails.

Senator NUNN. Why is Friday the day picked? I guess we ought to ask, is that because more people are going to come in the jail on the weekend? [Laughter.]

I mean, it would seem that you are letting them out in time for weekend activities? [Laughter.]

I guess it's making room for the expected in-flow over the weekend, is that right?

Mr. DODGE. I believe that must be the case, but I would suggest that you ask that of the local officials who will have before you subsequently.

Mr. DUNBAR. I just might add, Mr. Chairman, in Atlanta that was exactly the situation that we found down there, that they had a big influx on the weekend and had to make room.

Senator NUNN. Let me ask you this question: You are doing four States, as I understand it, Georgia, Michigan, California, Massachusetts.

Mr. DUNBAR. Actually five States, sir. We are including Portland, Maine; as one of our cities.

Senator NUNN. You're doing Maine, also. We'll be having hearings in Maine, Senator Cohen, in Maine in the middle of May.

What do you expect to come out of this study now? We have our expectations, but what is it, Mr. Dodge and Mr. Dunbar, Mr. Malone, Mr. Luke? What are we going to get out of this study? Are we going to get a lot of numbers and statistics or are we going to get something beyond that in terms of trying to figure out where to put the Federal dollars, and what policies work, and where our critical needs are?

Mr. DODGE. We are going to need initially, at least, to include the numbers, to put dimensions on the problem, to let the Subcommittee and the Congress know exactly what we're dealing with, what the projections are.

We do also hope and expect to reach and develop some policy options, and we're not at that stage in our testimony or in our work now.

Senator NUNN. Is this going to be policy options for the criminal justice system, alone? Or are you going to take into account education and health and prevention?

Mr. DODGE. We would expect to look both at short term measures to relieve overcrowding, to generate further improvements in law enforcement, and the reduce the burdens currently on the system.

We would also hope to look to some of the longer term solutions which—or, longer term factors such as poverty and housing and educational problems in our inner cities and elsewhere, as addressing some of the perhaps underlying causes of the problem and to perhaps identify certain long term solutions that show promise over others.

Senator NUNN. Thank you.

Senator Cohen?

Senator COHEN. According to the chart you have Adrian had an increase of 133 percent and Detroit had an increase of 156 percent in drug related crime. In non-drug related crime, Adrian had an increase of 66 percent; Detroit only 16 percent.

Does that mean that most of the crimes being committed in Detroit are drug related, compared to Adrian? Why is there such a discrepancy between Adrian going up 66 percent in non-drug related crime, and Detroit only 16 percent?

Mr. MALONE. I think, in part, Senator, it is a function of the lower number. When you're looking at Adrian you're really talking about a very small series of numbers in terms of the crime going up. But also, I think, when you look to Detroit, we can fairly well conclude that drug related arrests are the ones putting the most pressure on the system at this point.

Senator COHEN. What is the population of Adrian?

Mr. MALONE. About 21,000.

Senator COHEN. About 21,000. Is there a distinction that you are drawing on a preliminary basis that there tend to be a higher percentage of drug related crimes committed in city or urban areas compared to smaller population areas where, even though there is a substantial increase in drug related crime, there's still a pretty high percentage of non-drug related crimes? Is that the difference? In urban areas, you have a higher concentration of drug related crimes?

Mr. DUNBAR. Our work is still preliminary on the national picture. What you are saying, there are indications that this is true. At least according to data reported by the FBI. Again, you have to bear in mind that the numbers are small and the percentages are relative. But there does seem to be indications that there are bigger percentages for the smaller areas.

Senator COHEN. Does that correlate with what you've seen so far in Georgia?

Mr. DUNBAR. I need to look at what's been reported.

Mr. DODGE. I think the basic point, Senator Cohen, is that we know that we have a problem in our cities. The problem is also beginning to spread into our rural areas, and the numbers are beginning to show that.

Even though the numbers in Adrian are much smaller—for instance that white block for Adrian, showing a 66 percent increase, represents, in real numbers for 1988, only 467 serious crimes.

Senator **Cohen**. But you're dealing with percentages in terms of drugs, so let's keep it apples to apples.

Mr. **Dodge**. Right.

Senator **Cohen**. As Senator Nunn was saying, if you're going to say 133 percent versus 156 percent on the drug related crime, then you have to use the same percentage spread on non-drug related crime.

Mr. **Dodge**. When you do it with percentages you do see that non-drug crimes are still a larger proportion of the increase in the rural areas, and I think we will tend to find that in other places as well. More so in the smaller cities and rural areas than in the larger cities.

Senator **Cohen**. That's all I have.

Senator **Nunn**. Thanks, Senator Cohen.

Senator Levin?

Senator **Levin**. I'd like to pursue that same question, because as dramatic as these figures are, as Senator Nunn has indicated, and Senator Cohen, they really understate the problem. And I'd like to try to identify the extent of that understatement, using just the—for instance, the Adrian figures. What is that, 130 percent increase in drug crime?

Mr. **Dodge**. A hundred and thirty three.

Senator **Levin**. And other crimes is how much, 60?

Mr. **Luke**. Sixty-six.

Senator **Levin**. So you've had twice as great an increase of drug crimes in Adrian, for instance, as in other serious crimes?

Mr. **Dodge**. Yes.

Senator **Levin**. As you've indicated, the other serious crimes, many of them are drug related, people under the influence of drugs, who commit a burglary or robbery, right?

Mr. **Luke**. Many of them could be. And quite frankly many have been reported to be by state and local officials.

Senator **Levin**. Not just could be, but are?

Mr. **Luke**. Their report—that's correct, Senator Levin.

Senator **Levin**. No doubt that that white box contains a significant number of drug related offenses.

Mr. **Luke**. And depending on who you talk to, anywhere from 60 to 80 percent of those.

Senator **Levin**. Well, that depends on who you question about it.

Mr. **Luke**. Yes.

Senator **Levin**. Do you accept that estimate that 60 to 80 percent of those white boxes are drug related offenses? Is that something that you can say based on anecdotal evidence, or your investigation, is the common consensus?

Mr. **Dodge**. Based on testimony and anecdotal evidence that we have, those numbers seem to hold pretty much everywhere we go.

And there are other indications. If you look at emergency room admissions, if you look at the percentage of arrestees and inmates who test positive for drugs you get confirmation or indications that the drug related universe is some multiple of the drug crime universe, itself.

Senator LEVIN. Yes, but some multiples—it's kind of important we understand about the proportion.

Do you accept, as people who've done a lot of investigation, the range that from three-fifths to four-fifths of the white boxes are drug related? And therefore, if you're looking for drug related crime, or drug crime, you could take three-fifths to four-fifths of the white boxes and pile them on top of the dark column?

Mr. DODGE. With one minor technical correction.

The white boxes are non-drug crime only. So, in effect, to reach a total for all crime you have to take the drug crimes and add them back in, because when you're talking from 60 to 80 percent, you're talking 60 to 80 percent of all crime, including drug and non-drug alike. But basically you're on the right track.

Senator LEVIN. I'm not sure what you mean. Is that white box, non-narcotic arrests, are those felonies or serious crimes we're talking about?

Mr. DODGE. They're all so-called part one crimes. They're all serious crimes.

If you look at some of the other charts that are attached to our statement you get a better picture of the part one non-drug versus drug.

Senator LEVIN. Let's just go through that last thing you said. Those are part one crimes other than drug—direct drug sales or possession?

Mr. MALONE. Right. That's right.

Mr. DODGE. Yes.

Senator LEVIN. A good percentage of those part one crimes are people who are either under the influence of drugs or seeking money to feed their habit, is that correct?

Mr. DODGE. Or turf battles between traffickers, right.

Senator LEVIN. They are drug related? A significant percentage of that part one white box?

Mr. DUNBAR. Senator Levin, excuse me?

Senator LEVIN. Yes?

Mr. DUNBAR. One of the best indicators nationally, for exactly what you are asking, is the Drug Use Forecasting system, where they test arrestees coming into jail. At the point of arrest they do urinalysis testing to determine if they've been using any particular drug.

Now, you get into difficulties when you try to say use of drugs caused them to commit a crime. That's a very controversial issue. There's a lot of studies that show both sides of the question. But the bottom line is that nationally about 60 to 80 percent of arrestees in selected cities where they are doing these studies do test positive for some type of illicit drug.

Mr. MALONE. And also, Senator, the point we would like to make, is that drug related data is not available but based on discussions with law enforcement officials we are consistently hearing that around 80 percent of crime tends to be drug related.

Senator LEVIN. Thank you.

Senator NUNN. Thank you all of you for being here. We look forward to continuing to receive information from you relating to the other states where you have done your investigations. And we particularly look forward to the policy recommendations.

I know it's a very difficult kind of a recommendation to make, but we in the Congress, are going to have to have a better gauge as to what works and what doesn't work.

We're making decisions every year in terms of billions of dollars of increased Federal funds. I believe the increase this year is $4 billion at the Federal level. It was a very large increase from last year. I believe we're up to about $10 billion, total.

We're trying to decide how much of that should go into law enforcement, whether it's better in terms of interdiction at the borders, whether it's better in terms of stopping drugs at the source, like in the Andean region? Whether it's better giving money to State and local officials to help on the street crime, which is pervasive. Or, whether it's better to take new dollars and put it in health, prevention, research, education? Those kinds of things.

And right now we have no data base. We have no measuring device. We have no one who can tell us, at a national level, what really works and what doesn't work. So these judgments about where to spend the money are based on more impulses and intuitions than anything else.

In 1988 we came out with a drug strategy in Congress, largely bipartisan from both sides of the aisle. At that stage we started a new policy of trying to put 50/50 between law enforcement and health and education; this is, between demand and supply, although there are overlaps between the two. But we're still spending, now, something like 70 percent of all Federal dollars on law enforcement, counting the military, and about 30 percent on education and health.

So, we've got to be told, in the best judgment that you can come up with as to what really is more effective as we continue this difficult struggle.

Senator LEVIN. Could I just ask one additional question, Mr. Chairman?

I'm a little unclear about one other item on that chart.

It says 1985 through 1988. Are you not comparing 1985 to 1988? Are you comparing 2 years and saying that there is a 133 percent increase?

Mr. DODGE. Yes.

Mr. LUKE. Right.

Mr. DODGE. Right.

Mr. LUKE. You look at the slope, the rate of increase from 1985 to 1988.

Senator LEVIN. Okay. Thanks.

Senator NUNN. Thank you all for being here. We appreciate it.

Mr. DODGE. Thank you.

Senator NUNN. Our next panel of witnesses include members of the Michigan law enforcement community as well as a private citizen who greatly assisted her local police in combatting drugs in her own community.

Commander Rodolfo Thomas is the commanding officer of the Detroit Police Department Narcotics Division. He will give us an overview of the drug situation from the perspective of a major metropolitan area in this country.

Chief David Emerson of the Adrian, Michigan Police Department, is also here this morning to discuss the impact of drugs on his community. Although the volume of drug related offenses in Adrian pale in comparison to that of Detroit, Chief Emerson will describe the strain it has placed on his community's criminal justice system.

Lastly we have the unique opportunity to hear about the drug problems' impact on rural Michigan from Wendy Stanek of Crystal Falls, population of about 1,200, whose undercover work led to the indictment of over 20 people for drug traffic.

Joining Ms. Stanek to answer questions we may have about her activities and her cooperation with police authorities, are Lieutenant Bill Johnson and Detective Russ Hetzel of the Upper Peninsula Substance Enforcement Team.

I want to thank all of you for being here this morning to discuss the problems facing your communities. Your testimony will be very helpful to the Subcommittee.

And I'll ask all of you to stand and take the oath. We swear in all the witnesses before our Subcommittee.

[Witnesses were thereupon duly sworn in by the Chairman.]

Senator NUNN. Thank you. I believe we're going to start with Commander Thomas, then we'll go to Chief Emerson; and lastly we'll go to Ms. Stanek.

TESTIMONY OF COMDR. RODOLFO R. THOMAS, COMMANDING OFFICER, NARCOTICS DIVISION, DETROIT POLICE DEPARTMENT, DETROIT, MI [1]

Mr. THOMAS. Good morning. Thank you, Chairman, and thank you members of the Committee.

In the Detroit-Wayne County area is a number of factors contributing to enhance the problem of substance abuse. For example a major international airport and numerous smaller airports exist throughout the State. Additionally international borders with neighboring Ontario, Canada, provide daily increasing drug interdiction problems.

A very large number of residents in the area are skilled workers within the auto industry, with relatively high levels of income. However a proportionate amount of residents possess low or marginal employment skills. Underemployment rates at approximately 7 percent State wide, remaining one of the Nation's highest unemployment figures, particularly among minorities and highest among minority use, at 50 percent.

Before addressing the current illicit problem it should be noted that a thorough explanation of the situation can only commence with a brief overview of the drug situation.

During the early to middle 1970's the illicit drug market dealt primarily with heroin and marijuana. The traditional organized crime cartels shifted to loosely structured ad hoc youthful urban street gangs. These groups established elaborate narcotic distribution networks while amassing fortunes for the leaders of the organization.

These gangs pose unique issues for the area's enforcement community, as well as creating an overwhelming burden upon the criminal justice system. One such dubiously noted organization is referred to as Young Boys Incorporated. They utilize the services of young males and female juveniles to peddle their wares on the city streets of Detroit. As a result of a joint Federal and local investigation into this matter this organization was subsequently dismantled.

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[1] See p. 102 for Commander Thomas' prepared statement.

In late fall of 1985, Detroit observed the initial visible signs of crack cocaine. By winter of 1986 crack had permeated throughout the city like a cancer. The traditional territorial confined heroin user was being replaced with the new drug of choice, crack cocaine.

The City of Detroit police narcotics division began a major campaign targeted at crack late in 1987. In 1988 over 2,533 raids were conducted, as well as over 872 street enforcement actions. These resulted in over 5,700 arrests, which resulted in felonious and-or misdemeanor charges. This compared to some 850 raids at one year earlier.

In May of 1989 the estimated street value of confiscated drugs seized by the narcotics division alone was computed at over $3 million.

With the transformation from heroin to crack cocaine as the drug of preference these new groups concentrated their efforts towards capitalizing on this new market. As demand increased these new drug entrepreneurs thoroughly, through highly sophisticated organizations, cornered the majority of narcotics throughout the metropolitan Detroit area. To date many of these organizations have tentacles that extend throughout the southern region of the state.

In direct response the magnitude of problematic issues and concerns realized as the result of efforts employed to stem the tide of elicit narcotic sales within the City of Detroit, the Detroit police narcotics division adopted various strategies toward this end, buy and bust. And these strategies have been very successful. This is an investigation of an alleged narcotics distribution location, where a preliminary undercover control narcotics purchase is followed by an immediate entry into the location for purpose of arresting the violator or the seller. This precludes the acquisition of a search warrant.

Crack down, a massive enforcement effort conducted by local, state and Federal law enforcement agencies, whereby a series of arrests and search warrants are executed on a specific date in an effort to dismantle the illegal distribution network of a particular individual or organization.

Padlocking. This is a plan whereupon after completion of three consecutive enforcement efforts on a drug distribution establishment, that location is seized under the nuisance abatement act. Subsequently forfeiture proceedings are implemented on this location. We say three enforcement efforts, this can be three types of enforcement efforts not necessarily narcotics. This is done with—in an effort to seize a location and to prevent the return of a drug location.

Senator NUNN. Could I ask a question on that point?

Mr. THOMAS. Yes, sir.

Senator NUNN. How successful has that been? Have you gone all the way through the appeals process on that law?

Mr. **Thomas**. Yes, it's taken us some time. We've confiscated approximately 25 homes through padlocking and subsequent forfeiture proceedings. It's a long duration of time that—through the adjudication process. Just—however—it's been one of our most successful tools, to take back these homes and hopefully return them to a legitimate home owner.

Senator **Nunn**. Do you then sell them?

Mr. **Thomas**. Sell them, or give them away, at this point. And then that policy is being looked at right now.

Senator **Nunn**. Have you gone all the way through your State Supreme Court on that, or Federal courts, on appeal? At what stage has the testing of the program been litigated?

Mr. **Thomas**. At this level it's Wayne County Circuit Court.

Senator **Nunn**. It has not gone all the way up the appellate process yet?

Mr. **Thomas**. No, sir.

Operation pressure point. This is an enforcement operation where several planned raids are executed simultaneously within a targeted geographical area in an effort to maximize police effectiveness. This tactic is performed in direct response to complaints and information received from various community based sources. For example, police community relations meetings, telephone complaints and other sources.

We have had occasions where we've had blocks within the city saturated with drug houses. It was—it resulted in no success to raid one or two houses in a block. We would raid a whole series of blocks in an attempt to eliminate drugs within a specific geographical area.

Operation "rip-ride". This was an enforcement strategy conducted in areas of high illegal drug activity, where, while under police surveillance, customers that facilitate drug transactions with the use of a vehicle are detained. And upon recovery of the recently purchased item of controlled substance the customer is arrested and the vehicle is confiscated on the forfeiture law. We were dealing with the demand side of the equation at this point.

We have a street enforcement unit that deals with blatant street drug crime that appears blatantly throughout the City of Detroit and we currently have a "224" dope hotline which calls—we receive approximately 800 to 1,000 calls a month on our "224" dope hot line.

The department remains committed to these enforcement efforts which prioritize drug education and prevention. Accordingly personnel and resources have been expanded to train personnel in the most effective prevention programming available. Some of these programs, which I'm sure you're familiar with, DARE and BABES.

As it stands locally we have not experienced, as yet, the effects of national drug control strategy. It is our intention to continue the aforementioned enforcement policies until such times as those revenues earmarked for the fight against illicit drugs are forthcoming.

With the implementation of the various tactics and enforcement strategies one factor that has become increasingly apparent is that there are considerable beneficial byproducts of the continued mutual efforts between State, local and Federal enforcement agencies working together to combat the drug problems.

I'm confident, with your direction, the local law enforcement efforts will be recognized for the accomplishments despite budgetary and personnel restraints. Thank you.

Senator NUNN. Thank you, Commander Thomas. Let me just ask one question. You said locally we have not yet experienced the effects of the national drug control strategy. Do you mean that in terms of results, or in terms of money or in terms of both?

Mr. THOMAS. Both, actually, sir.

Senator NUNN. You haven't seen any increase in your own funding from the Federal level?

Mr. THOMAS. No, sir.

Senator NUNN. How about this year? Are you projecting more funds?

Mr. THOMAS. We anticipate, but we have not received.

Senator NUNN. Do you have any idea how much you're projecting now?

Mr. THOMAS. No, I don't.

Senator LEVIN. Just on that point, Mr. Chairman?

Do you receive funds from the State?

Mr. THOMAS. Yes, we do, sir.

Senator LEVIN. And aren't some of those Federal funds which are channeled through the state?

Mr. THOMAS. Yes, they are.

Senator NUNN. Mr. Emerson?

TESTIMONY OF DAVID L. EMERSON, CHIEF OF POLICE, ADRIAN, MI [1]

Mr. EMERSON. Good morning, Senator Levin, Senator Cohen, Senator Nunn.

I thank you for allowing me to be here this morning to present to the Committee, and applaud you for holding these around the Nation to try to look at the Nation wide problem we have of drugs and drug abuse. Unfortunately I'm here to report on Adrian, which was picked by the GAO as having a drug problem.

I think, today, we are at war, sir. As a Nation we have not recognized the magnitude of the problem, and unless we realize that we are in a war and we point all of our guns towards the enemy, drugs, in fact, will take us over.

I think the magnitude of this problem struck home when the President proudly announced recently that we were going to spend several billion dollars towards the effort to fight the war on drugs, and just a few weeks later one cache of drugs in a warehouse on the West Coast almost equalled the amount of money that the Federal Government wanted to spend on this war. And as I understand it, several warehouses since then, of equal value, have been raided. Drugs and contraband have been confiscated.

If we had declared war we would have our military defending our shores. And I think that's what needs to happen today.

The backbone of the United States of America is the family. The family today is not as it ought to be. Drugs have taken over and split families and have caused problems beyond our wildest dreams.

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[1] See p. 122 for Chief Emerson's prepared statement.

The situation that our Nation is in right now did not develop overnight, nor will it be corrected overnight. Unless we recognize the problem for what it really is, and unless our communities and citizens willingly give up some of their rights to fight this war it will be difficult to try to even maintain where we are today, let alone backsliding further into a more desperate situation.

There are 10 police jurisdictions in Lenawee County. Of these 10 only the Adrian police department and the Lenawee County sheriffs department are funding a drug enforcement team. Each agency has appointed two officers to a unit called LANCE. The LANCE unit investigates almost entirely all of the drug cases in Lenawee County.

The cost of four LANCE officers, and operating the LANCE unit for the last 2 years was $351,561. This cost was picked up by the Adrian police department and the Lenawee County sheriffs department. In addition both departments have a juvenile officer who work on some drug cases in the area schools.

The Adrian police department's calls for service from 1968 to 1988 have increased, including accidents. In 1968, from 8,165 to 15,631 in 1988. Our arrests have gone from 336 in 1968 to 1,417 in 1988. The number of personnel on the department, administration, detective and patrol division, was 30 in 1968; is 29 in 1988, however we have added the two officers to the LANCE unit, for a total of 31 sworn officers on the Adrian police department. We need some help.

We have chosen at this time not to get involved with other narcotics units on a regular contract basis. We have not been afforded any more State money from the Office of Criminal Justice because one of the requirements of the State of Michigan is that we involve ourself with multiple law enforcement agencies.

It has been our experience in the past that we get more bang for the buck, so to speak, by having our officers working in our own particular area. Our experience has been that in a State unit more attention is directed to larger metropolitan areas and the smaller agencies are neglected.

Presently there are over $13 million available in the State of Michigan that will not be made available to us because we choose not to get involved in a multiple agency concept.

We contacted a multiple agency concept in a neighboring community which requested us to join their efforts. We looked through their annual report for number of arrests and number of other officers in that unit and it confirmed our belief that we make more arrests with a four man unit than this concept unit made with almost twice the manpower.

Our people are concentrating on our local efforts, but we do cooperate with other units. Through our cooperation with the previously mentioned neighboring community we have made several arrests. We have also given them information that has assisted them in making arrests for drug violations in their community.

However, we choose not to get involved with the State of Michigan requirements of a concept unit. One concern I have is that we are being penalized because we have chosen to fight drugs in the way not sanctioned by State agencies, though proven by us to be effective. The State of Michigan will not allow us grant money, therefore we have to use our own local money without any assistance.

The Federal Government has billions of dollars that they would like earmarked and directed towards drug enforcement. The Adrian police department and the Lenawee County sheriffs department can administrate any money that the Federal Government would see fit to send our way.

We believe it makes no sense to give the State of Michigan millions of dollars to filter down to local communities because 5 to 10 percent of it, of the over-all grant, perhaps, is lost through administrative costs. If the money went directly to the participating agencies, allowing them to spend it on enforcement, you would see a dollar spent and a dollar returned on drug enforcement.

I have been a police officer for almost 26 years, right in Adrian. It's my home town. I was born here and reared here. I've dealt with crime, burglaries, murders, robberies, criminal sexual conduct complaints; but just recently my own home was burglarized. The items taken in my home were items that could be quickly fenced or sold for some quick cash, which is the standard method of operation for drug users and drug dealers.

On the particular day that my home was burglarized there were five other homes burglarized in the area and the method of operation was all the same. They broke in, stole electronic equipment and other items that are easily converted into quick cash, more than likely quick cash to be used to buy some form of cocaine or some narcotics. I share a better feeling of empathy for the victims of crime now that the sanctity of my home has been violated.

We've had a youth safety officer at the Adrian police department for over 30 years. Years ago the youth safety officer covered everything from Kindergarten through highschool. Every kid in Adrian knew this youth safety officer. He was a heavy set, rolly-polly, jolly type fellow and his name was "P.J.", just the initials, P.J. The kids grew up with P.J. He would put on safety lectures—and he wasn't talking about drugs, there were no drug lectures, there wasn't a problem then. He would talk about bicycle safety, crossing the streets at the corners, and these children grew up with that. Their relationship with the uniformed officer was one of respect.

P.J. has since retired and our youth safety officer today, unfortunately, only concentrates on the Adrian High School, because the volume of serious crime there needs his attention.

I believe what we need in Adrian is a youth safety officer that deals with Kindergarten through middle school. We have asked the school system to cooperate in funding, on a 50/50 match, and at this point they have not agreed to do so.

The Michigan State Police now have officers administering the DARE program in the public school system in Adrian. It's very successful. We are educating 5th grades, junior high and senior high young people on the negative impact that drugs and alcohol can have on their lives.

Senator NUNN. May I ask a question here? What about health officials? I think getting law enforcement officials into the schools is very very good. I believe that's something that is worth doing everywhere, as a matter of a fact.

Wouldn't you say, also, that getting doctors and nurses into schools, to describe the health effects to young people of using drugs would be helpful? And are you doing some of that?

Mr. **Emerson**. I think it would be very beneficial, yes. Everything that would have some impact on it.

Senator **Nunn**. Is that being done in Adrian?

Mr. **Emerson**. Not to my knowledge, other than through the school system's health department. But specifically our public school system has a drug program, and I have not seen it or sat through portions of it, but I'm sure it does deal with the health aspect of that. They have a staff that's devoted to that. But I'm sure it would have an impact, yes, sir.

Personally I believe that we should begin educating young people in Kindergarten. By the time children get to junior and senior high school most of them have already established the values that they will live with the rest of their lives. By focusing on the younger ages we can not only have a longer opportunity to teach them of the destructive effects of drugs and alcohol, but we will be reaching a larger audience as well. A lower percentage of our young people are in regular attendance at the high school level, while more elementary aged children are in classes on a daily basis.

A couple of months ago the mayor of the city of Adrian, district judge, the sheriff, leaders of the community and I were invited to participate in a panel discussion at Sienna Heights College. In response to a question regarding government efforts to stop substance abuse and related crimes, a fellow panel member responded: "If we are in a war we have yet to fire the first shot."

Would you please help us not only fire the first shot, but also put an end to this tragic epidemic that plagues our community and our Nation. Please help us attain the necessary information and resources to fight and win this war.

My entire statement has been made available. I just summarized it this morning. And my thanks to you, Senator Nunn, to the distinguished members of your Committee, for allowing us to be heard.

Senator **Nunn**. Thank you very much, Mr. Emerson. We appreciate you being here and your entire statement will be part of the record, without objection.

Commander Thomas, also your entire statement will be part of the record. We will be having other questions for you in a minute, when we get through our panel.

Ms. Stanek, we appreciate you being here today. We've heard a lot about your efforts. You're an example of a citizen really getting involved, and we're interested in hearing your story this morning. Thank you for being here.

TESTIMONY OF WENDY STANEK, WORKING MOTHER, CRYSTAL FALLS, MI[1]

Ms. STANEK. You're welcome. Thank you. It's going to be short and sweet, because I don't know anything about funding and I don't have any graphs.

But I'm from the Upper Michigan, above the bridge. And I got involved with the drugs because my son got killed. And we just went through and bought from everybody. Nobody cared. I took Officer Hetzel with me. Nobody asked who he was, nobody cared. It was, like, six months of buying.

I don't know what else to tell you, except for that there was some kids involved. It's hard to explain, because we're different up there than you guys are down here. Your crack houses are the houses we live in. I mean, we went to people houses. They didn't even care. I'd call them up, ask them for something. They'd say, "sure, come on." So we went to their house. They did business out of their house.

Senator NUNN. What size town are you in?

Ms. STANEK. Like, 1,500. But we worked in other towns, too. So, if they didn't have anything they would call somebody else and they would get it. And out of the 50 people only one person told me no. I mean it was just--they didn't care.

And our drug dealers aren't like their drug dealers. Our drug dealers are like myself, you. Do you know what I mean? We don't have anybody that sticks out, "are dealers," just everybody does it.

Senator NUNN. You're saying that your activities indicated to you it was about like—buying—going to somebody's house and saying: "Can I borrow some milk?"

Ms. STANEK. Exactly.

Senator NUNN. Or buy some orange juice or bread? There really wasn't anything to it?

Ms. STANEK. No, all I did was call and say, "you know, could I get some 'coke'?" They'd say sure. And it was easier to get coke than it was marijuana. All I had to do is call.

Senator NUNN. Coke, or crack or both?

Ms. STANEK. We didn't run into any crack. We could have got—what? PCP? PCP, acid. Mainly we bought cocaine. That was no big deal.

Senator NUNN. Would you back up a little bit and tell us how you got involved, again? And also, did you go to the police officials and say you'd like to get involved? In what capacity were you working?

Ms. STANEK. Well, before my son got killed I was involved, because it's a small town and—just—I'd got in three physical fights with some people, because it was so out in the open. I knew they were selling to the kids and they knew I knew they were selling to the kids, and it was, "what are you going to do about it?"

I mean, I got in three—fights. And then I went and asked one of the officers and it was, like, "what do you want us to do?" This was before UPSET was formed. I said, "well, whatever."

Senator NUNN. This is before your son got killed?

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[1] See p. 136 for Ms. Stanek's prepared statement.

Ms. STANEK. Yes, that I got in the fights, yes. And then UPSET wasn't formed at the time.

So then, after my son got killed I kind of—you know—whatever. I went to a friend who works on the sheriffs department. And he told me there wasn't really too much we could do, you know, because there wasn't anything we could do. It would be their word against mine. So then he, in turn, introduced me to Officer Hetzel, with UPSET.

And then I went to buying groceries. And that was it. Call and buy.

Senator NUNN. You've got a complete statement here, and we'll put that in the record. Maybe you'd like to go back and read parts of it for us, because I think it does tell a rather complete story.

Ms. STANEK. Okay, which part do you want me to read? Tell me.

Senator NUNN. Why don't you just read it? We want to hear your story.

Ms. STANEK. Good morning, Mr. Chairman. [Laughter.]

And members of the Subcommittee. My name is Wendy Stanek. I'm a working mother of seven, who lives in Crystal Falls, Michigan.

I want to thank you for this opportunity to be here today to discuss the impact that drugs have had on our community and how I decided to help local law enforcement to fight back against this problem.

With me today is Lieutenant Bill Johnson and Detective Russ Hetzel from the Upper Peninsula Substance Enforcement Team, otherwise known as UPSET.

Crystal Falls is a small town of 15 hundred people. I'm not sure on that, either—I think, 15—located in the Western portion of Michigan's Upper Peninsula.

I was born and raised in Crystal Falls and have lived there all my life. The Crystal Falls that I live in today, though, is nothing like the Crystal Falls that I grew up in. The reason for that is simple—drugs.

When I was a high school student in Crystal Falls I didn't know anyone who was using drugs. Sure, kids drank alcohol, but no one I knew was doing drugs. And that's true. When I graduated in 1972 there wasn't any.

Today drug abuse is the major problem among Crystal Falls teenagers. When I was growing up in Crystal Falls I didn't know anyone—I didn't know anyone was involved in selling drugs. Today in Crystal Falls over 23 people have been indicted for trafficking and delivering of cocaine and marijuana. The people who have been indicted range from construction workers and laborers to nurse's aides to a counselor at a home for troubled youth. One of them was a life-long friend of mine.

Don't get me wrong, though, the drug problem in Crystal Falls didn't happen overnight. It has been building up for the last 7 to 8 years. What has been so frustrating has been that for all this time no one had wanted to admit that there was a problem. They still don't.

Everyone was just hoping that it would go away, but it didn't. Perhaps if we had faced up to the problem years ago, then some of our community's children might still be alive today, including my son.

About 5 years ago is when I first came to realize the extent of the drug problem in Crystal Falls. It seemed like all the kids in town knew who was using drugs, who was selling them. At the time I literally got into fights with people that I knew who were selling drugs to kids.

All they did, though, was laugh at me and ask me: "What are you going to do about it?" And they were right. There didn't seem to be anything that anyone could or would do about it.

I went to the city police and to the county prosecutor. They were sympathetic, but they basically told me there was nothing they could do to stop the problem. They just didn't have the resources.

Then, in June, 1988, came the event which led me to the decision that I had to become personally involved in trying to stop this mess.

My son, Ryan, would have been 16——

[Pause]

Ms. STANEK. on June 3rd——

[Pause.]

Senator NUNN. Just take your time. There's some water, there. We don't want to put you through any part of the statement you'd rather not get into.

Ms. STANEK. Yes.

Senator NUNN. You can go right ahead.

Ms. STANEK. Yes—anyway—he—I'll pass that up.

After the accident the hospital returned to me what I thought was my son's clothing, but they gave me—belonged to another boy who had been in the car. Tucked in one of the boy's shoes I found a marijuana pipe. Nothing was ever done about it, to determine if any of the kids had been using marijuana prior to the accident and no charges were ever filed against anyone. Once again, no one wanted to face the problem.

I finally decided that even if no one else wanted to do anything about the drug problem in our community, at least I would try.

I went to a friend of mine in the sheriffs department and asked him what I could do. He basically told me there was not much I could do, but to keep my eyes and ears open. So I started keeping a log of all the drug activity that I was noticing around town. I did this for about 6 months to a year, until my friend informed me of a special unit which had just been established to fight drugs in the Upper Peninsula. It was at the time that I met with Detective Hetzel and other members of the UPSET team. And I have to say this creation of UPSET team was a godsend.

After meeting with Detective Hetzel I volunteered to work under cover for UPSET team. What I did basically was just out and start buying drugs. On almost every occasion when I purchased drugs I was accompanied by Detective Hetzel. On those few occasions when I made a purchase by myself I was wearing a wire which was being monitored by officers in a back up vehicle.

My first purchase of drugs was from a teenager—a teenage—adult—I knew. Detective Hetzel accompanied me on this occasion. What amazed me was that the teenager didn't even ask me who this guy was that was with me. He didn't care. He just sold me the drugs in front of a total stranger.

In fact there was hardly anyone out of the more than 20 people we bought drugs from who even bothered to ask who Russ was.

After this purchase I just hit up one person after another and I found out that it was easy as pie to get drugs. If the person I hit up couldn't get me the drug he usually knew someone who could.

During the time when we were making our purchase we must have approached about 50 people to buy drugs. Out of those 50 people only one told me no. It wasn't just marijuana that we were buying—in fact it was easier for us to get cocaine than it was to get marijuana. I think I could have gotten just about any kind of drug I wanted, in fact I know I could.

What struck me, also, was that everything was done so openly. I purchased drugs from people in their own homes, in cars parked right out on the street, public parks. They even brought the drugs to my house. It got to be so bad that after it had become known I was buying drugs I had people calling me out of the blue offering to sell me drugs. In fact, a couple of occasions the UPSET team was unavailable to get me the buy money at the time, so I just wrote a personal check out to these people for purchasing a drug. And they didn't care. It didn't matter that I wrote a check.

What really sickens me, though, is that a lot of these people have kids of their own. The kids knew exactly what the parents were doing, but the parents didn't care. They sold the stuff right in front of the kids.

One time I went to a guy's house to buy drugs. As I walked into the house the guy's little boy came up to me and told me, "my dad's only got an ounce left." This little boy is in first grade. And this is in "god's country."

Another time I went to buy drugs from a woman. The woman's little 4-year-old girl took the cocaine out of her mother's pocket and tried to give it to her. The woman thought it was so cute that her little 4 year old knew what it was.

I am proud to say that my own children had a different attitude. Because the UPSET team was concerned about not compromising our operation I wasn't allowed to tell my own children what I was doing. It got to the point that my own kids thought I was dealing drugs and that Russ was a dealer. One of my kids was always home from school. They were watching me. Finally my 15-year-old son, Jamie, told me, "keep your drug buddies out of our house." They were getting angry with me, but I'm proud now that they were.

And I am proud of them, because of the drug activity is—destroying—I am proud of them because all of this drug activity is destroying the scruples and morals of our community.

During the time that we were making our drug buys a 17-year-old boy committed suicide by shooting himself in the head. After the other kids in school found out about it they all ended up gathering at my house. In the middle of all this a woman that I had approached earlier about buying some cocaine came to the house anxious to make the sale. I told her the kid just shot himself. She didn't care. All she cared about was making her sale.

I think the most important thing we have to do to attack this drug problem is to get people to start caring. Drugs are not just a problem in Detroit and other big cities. Drugs are a problem in the rural areas of this country.

Our 6 month undercover operation led to the arrest of 23 people in Iron County, Michigan, and one in Dickinson, too, I think. While that may not seem like a lot of arrests in 6 months of work by Detroit standards, but from where I come from that's incredible.

Once it became known that I had been doing this on behalf of the police the reaction I got was very positive. I got a box of chocolates one day with a note that read, "thank you, Wendy, for saving our kids." I've had kids come up to me and tell me I'm their reason for saying no.

I've had a couple of threats against my children and myself, but I don't care. People have to stand up and do something.

What our operation has shown is that it doesn't matter where you live, drugs are everybody's problem and they will be here to stay unless we do something about it.

Thank you, Mr. Chairman, for this opportunity to testify today. If you have any questions I'd be happy to answer them.

Senator NUNN. Thank you.

Ms. STANEK. And I'd do it again. [Applause.]

Senator NUNN. Thank you, Ms. Stanek, for what is really a remarkable citizen's story. It shows what one person, who is aroused, can do. And if there were people like you all over, in every community, we would be talking about a different kind of problem today.

Detective Hetzel, do you want to add something to that from your perspective? Or, Lieutenant Johnson? Or both? We'd be delighted to get your thoughts on the subject, and your experiences?

TESTIMONY OF BILL JOHNSON, LIEUTENANT, UPPER PENINSULA SUBSTANCE ENFORCEMENT TEAM

Mr. JOHNSON. I guess, Mr. Chairman, I share some of the same feelings that Wendy does. I was born and raised in the U.P. I left there in 1965 only to return, in 1988, to start the UPSET team.

I was fully aware of the supposed magnitude of the problem that had been reported in the U.P., but I was under the impression that, being a "U-per", myself, there was a lot of exaggeration.

After 2 years of working UPSET I can tell you there was not an exaggeration. There is a serious rural drug problem in the Upper Peninsula. It definitely impacts on the small rural counties.

Since the Iron County situation we're now looking at another rural county with almost an identical type of situation. And again, as Wendy did say, 23 arrests are not "humongous", but when you figure there's a total population, in that County, of less than 10 thousand people, that makes for a pretty high ratio.

Senator NUNN. These are arrests for selling, not for use?

Mr. JOHNSON. All for delivery, that's correct. That's basically the comments that I have.

Senator NUNN. Detective Hetzel?

TESTIMONY OF RUSS HETZEL, DETECTIVE, UPPER PENINSULA SUBSTANCE ENFORCEMENT TEAM

Mr. HETZEL. At this time all I have to say, Mr. Chairman, is that if more people would stand up and do what Wendy has done I agree with her that a lot of the problems in this Country would be alleviated, because of citizen participation.

Thank you.

Senator NUNN. We heard, in Atlanta and in rural Georgia, a trend, among law enforcement officials, that they indicated was very positive from that point of view. In fact it was one of the more encouraging things that came out of our hearings in Georgia, and that is that people were beginning to cooperate with local law enforcement in drug infested areas where previously there'd been a reluctance to cooperate.

Are you finding any of that citizen involvement, where people are calling up and reporting and working with police? Is there any trend in that direction? I'd ask any of the panel here?

Mr. THOMAS. In Detroit we're seeing greater participation in drug infested areas. We're currently doing a study with Michigan State University Criminal Justice Department on community policing. We have more cooperation, more participation from the community than we ever had. This has been a result of our Operation Pressure Points. The complaints received directly from the citizens. We have sporadic groups throughout the city that will just not take no for an answer, and we do respond.

So it is increasing. Citizen involvement is increasing.

Ms. STANEK. Could I say something?

Senator NUNN. Yes.

Ms. STANEK. I can understand why nobody else would do it. I mean, when I went to court I was on—they were acting like I did something wrong, the defense attorneys. Do you know what I mean? They acted like I went out of the way and I did something wrong. That was my only pet peeve is that these people could—have—defense—I mean what they did was wrong, but they made me feel like I was the bad guy.

Senator NUNN. Did you get convictions?

Ms. STANEK. Yes, we did. It's still in court, though. I know—but they didn't get very much.

Senator NUNN. The punishment wasn't enough to suit you?

Ms. STANEK. No.

Mr. JOHNSON. There were adequate sentences under the circumstances. Not for her——

[Laughter.]

Mr. JOHNSON [continuing]. But they were very fair up to this point, I think.

Senator NUNN. So, notwithstanding the defense attorneys, the juries ended up agreeing with you. And your presentation must have been credible and believable. That's the ultimate test.

Ms. STANEK. Well, I didn't do anything wrong.

Senator NUNN. Juries agreed.

Ms. STANEK. We didn't have any juries there. A lot of people pleaded out.

Senator NUNN. Plead guilty?

Ms. STANEK. Yes.

Senator NUNN. Senator Levin?

Senator LEVIN. First or all, Mrs. Stanek, all of us who are parents, who are citizens of this Country and State, thank you.

Ms. STANEK. You're welcome.

Senator LEVIN. For your bravery and your courage. You've taken some risks.

Ms. STANEK. Yes.

Senator LEVIN. This is not a risk-free war that we're waging, and we're going to win. And the members of the team that work with you are taking risks every day, sometimes facing incredible new kinds of weaponry out there as well. But just basically we're all very much in your debt. I've been to many, many communities in this State where people are afraid to speak up.

You've been threatened, is that correct?

Ms. STANEK. Yes, they've threatened my children, too.

Senator LEVIN. And you are now under some protection?

Ms. STANEK. They've always been there, since day one, since arrests were made, the city or the sheriff.

Senator LEVIN. The threats?

Ms. STANEK. No, the officers.

Senator LEVIN. The people.

Ms. STANEK. And the community stood behind me, yes.

Senator LEVIN. So you feel the community is behind you now?

Ms. STANEK. Yes. They always call me to tell me if they see the kids some places they'll say—or bring them home. They'll pick my kids up and bring them home.

The majority is all elderly people up there, too. You know, there's young, but most of them are retired. And that's who's been backing me.

Senator LEVIN. Do you feel safe right now?

Ms. STANEK. Right now——

[Laughter.]

Senator LEVIN. I mean—the moment——

Ms. STANEK. I feel real safe. [Laughter.]

Senator LEVIN. Do you feel safe, generally?

Ms. STANEK. Oh, yes, I do. I—I shouldn't say that but Bill and them guys think I should move my kids because you never know. There's not too many happy campers in Iron County right now.

Senator LEVIN. You haven't moved yet?

Ms. STANEK. No.

Senator LEVIN. You're under police protection, is that where you stand?

Ms. STANEK. I'm going to move my kids, yes.

Senator LEVIN. Have things changed——

Ms. Stanek. [interposing]. Yes——

Senator LEVIN [continuing]. In your community? Is there less open sales of drugs?

Ms. STANEK. I don't know. I can't be on every minute. I've had someone talk to me and say: "The only thing you did is raise the price." Honest.

Senator LEVIN. Maybe I'd ask the members of the team? Do you think there is less sale of drugs now in Iron County? Or, can't you tell?

Mr. JOHNSON. Yes, Senator Levin, I do believe there's less sales. I'm not optimistic to the point where I believe this is a permanent thing. But I do feel the activity that did take place in Iron County had an impact. I do know that there are some dealers left in Iron

County that we specifically have identified. We know they're still there. We also know of a couple of dealers have left the area.

We do know that it's harder to buy drugs in Iron County. And as Wendy indicated, that, maybe the price did go up. But I think for several months we will see a slow down of that type of activity there.

I believe the big benefit, though, in this particular instance is the publicity that was received and the type of backing that was received and the actions of Ms. Stanek. She's had local newspaper people behind her, local citizen groups and just a whole cadre of different people that support her.

And I believe that the movement towards removing some of the drugs from the community, is going to be started as a grass roots effort. Start, you know, in the rural areas such as Iron County.

Senator LEVIN. It's true everywhere. We have to provide the tools, the education. The law enforcement personnel are entitled to the full support of the community, Federal, state and local governments have got to coordinate their efforts, add to their efforts, but ultimately it's going to depend on the Ms. Stanek's of the world to say we're going to take some risks for our kids, and if there's a chance involved—and there is—we're going to take it because it's worth it.

You've seen, first hand, in your life, what the effect is when people are not willing to stand up and be counted in this area. And we just have to do everything we can to encourage people to come forward, because there is open sale of drugs, not just in Iron County, probably in every county in the state.

I was in Port Huron a couple of days ago, meeting with some kids in the juvenile facility there. They could identify, I think, one of them told me, 20 crack houses in Port Huron. They know where they are.

So now I just want to ask Chief Emerson. First of all, do you have enough resources in Lenawee, Adrian, specifically? If you had 10 additional police officers could you use them?

Mr. EMERSON. Yes, sir, I could. We've often talked about that. When a police agency—there's a new problem identified, the resource always seems to be the patrol force. That's where you take somebody from to put into, like, our LANCE unit. I think the impact of doing that, everything else has to suffer. The amount of time—response time to complaints—I have no traffic enforcement. I don't want this to get out. [Laughter.]

We don't enforce the traffic laws in the city like we ought to. We have a traffic problem. But we've taken officers off the road and put them into the LANCE unit, because that's the more pressing problem.

We have now, between the Lenawee sheriff and the Adrian police department, four offices designated just for narcotics investigations.

Senator LEVIN. Your secret about traffic law enforcement, I'm sure you're safe.

Mr. EMERSON. Stay right here. [Laughter.]

These officers, by putting an additional officer into the LANCE unit, it gave the officers that were working in there a little bit of time off. They were actually burning out.

Were we to put in two or three more apiece we have the activity to keep them busy. But again, it would also allow us to let the guys that are working so hard a little bit of time off.

We have a 2-year rotating basis in and out of our unit, because I feel that 2 years is about the maximum on something like that. One of the benefits of that is the officer goes back on the road and he has this direct drug knowledge. He knows all the bad guys through drug enforcement—on patrol level—and it's very very effective.

Senator LEVIN. Commander Thomas? In Detroit, if we had a significant additional number of officers could we raid a significant additional number of crack houses that we know are there?

Mr. THOMAS. Yes, sir, absolutely right. Currently we raid on an average 10 to 15 houses on a daily basis.

Senator LEVIN. Every day?

Mr. THOMAS. Every day.

Senator LEVIN. In Detroit, 10 to 15——

Mr. THOMAS [interposing]. On the average, yes, sir.

Senator LEVIN. Could we double that if we had the personnel?

Mr. THOMAS. I think so.

Senator LEVIN. How open is the sale of narcotics in Detroit? Are there street sales that you can go out and see, still?

Mr. THOMAS. Yes, you can. At one particular time approximately 2 years ago we had identified over 800 locations within the city that we were aware of. As the season changes, as it gets a little warmer and the kids are out of school, we'll see an increase in street sales.

But it's blatant, even though we've identified it and we've enforced it tremendously, it's still blatant.

Senator LEVIN. How about jail space, both in Wayne and in Lenawee? I know that, you know, you are familiar with it even though it's not your specific direct responsibility? Why don't we start at this time in Detroit?

What happens when you arrest people? Is it a revolving door?

Mr. THOMAS. In many cases it is, sir. We have in fact decriminalized possession for those that are selling on the street corners to a misdemeanor. We're issuing city—an ordinance. That's because of the number of people involved. We can't get into the court system.

Senator LEVIN. The sale of crack or marijuana or both?

Mr. THOMAS. Anything. Any controlled substance.

Senator LEVIN. Street corner sale is now a misdemeanor, treated as a misdemeanor?

Mr. THOMAS. We have to. We would not have the space in court or in our cells right now, at this current time.

Senator LEVIN. The jail won't take misdemeanors, as I understand it now?

Mr. THOMAS. Well, they keep them overnight. They're arraigned the next day and then they're subsequently released. And usually we'll see them on the corner about two days later, selling dope again.

Senator LEVIN. And is that regardless of the amount that they're selling on a corner, or does that assume——

Mr. **Thomas** [interposing]. Well, these are very small amounts. You would not see a drug trafficker on the corner with more than three or four suspected rock cocaine or packages of heroin.

Senator **Levin**. Okay.

Mr. **Thomas**. So it's minute amounts. And our court system just cannot deal with it, Recorders Court or 36th District.

Senator **Levin**. This is a terrible indictment of where we are in this war, that people who are arrested—just think about it—in the streets of Detroit, for sale of crack or heroin, are being treated as misdemeanants. Now these are not people who are in possession—these are not necessarily people who are addicts?

Mr. **Thomas**. No, sir. These are just sellers.

Senator **Levin**. Some of them are addicts feeding their habit? Some of them are not?

Mr. **Thomas**. Most of them are not.

Senator **Levin**. Are not addicts?

Mr. **Thomas**. Yes, sir.

Senator **Levin**. And they're being treated as misdemeanants because of the lack of jail space? Is there also a lack of prosecution staff, or is it just jail space?

Mr. **Thomas**. Prosecutors, the whole gamut.

Senator **Levin**. Is this a formal policy of the police department, or is it just an informal policy?

Mr. **Thomas**. It is a formal policy. The city ordinance was written 3 or 4 years ago in response to the blatant drug trafficking that's occurring.

Senator **Levin**. Chief, what about jail space in Lenawee? Is there a problem with that, too?

Mr. **Emerson**. As far back as I can remember we have been over capacity in our jail. I think it's 137 capacity. We're always at 150 or 155 plus. We have been up into the 160's.

I put out a directive a year, year and a half ago, that if an officer arrests somebody for a violation that can be—that they can release on personal recognizance, that they will not be jailed because of the space problems.

Senator **Levin**. Yes? One other question, Commander Thomas, I should have asked?

How about someone who is arrested 2nd offense, 3rd offense, 4th offense out there on the street? Are they still treated as misdemeanants?

Mr. **Thomas**. Well, what we're doing now, on the 2nd or 3rd offense, we're treating them as felonies and we're sending them through felony court. They usually get probation, or——

Senator **Levin**. So first offense treated as a misdemeanor, the second and beyond?

Mr. **Thomas**. As felonies.

Senator **Levin**. As a felon, okay.

Chief, I interrupted you, I think?

Mr. **Emerson**. I just want to add that the court system in our area—just recently if an officer makes an arrest, because of the magnitude of the load at the court system—they're handling it as well as they can, I believe.

But one officer will make an arrest and he'll get 9 or 10 alternate trial dates on a specific case. And I think this is done at the convenience of the defendant, certainly not the department. But if you were working on a third shift and you made a half dozen arrests in one week, and you multiply that times the alternate trial dates, and you would not be able to leave your house. And that's a problem that we're having.

And we find out that, through the system, because it is overloaded administratively with this type of process, we're paying overtime. An officer will show up, and, "oh, that, we plead that out yesterday." But nobody notified us of that. And we're paying a tremendous amount of overtime as a result of the court system.

Senator LEVIN. Thank you.

Senator NUNN. Thank you, sir.

Senator Cohen?

Senator COHEN. Mr. Chairman, I would address this to Commander Thomas?

In my own State of Maine there is growing concern that they are becoming a trans-shipment point for drugs. We have a very long coastline, about 3,000 miles of coastline, and about 600 miles of land border with Canada.

We are finding an increasing amount of drugs coming through from Canada and the coast. What has been your experience in this regard?

Mr. THOMAS. We haven't seen interdiction problems through our borders. We're working closely with customs and the other Federal agencies. However, we understand that we cannot stop the supply of drugs through our borders. That's one of our biggest problems, in addition to our airports and major courier systems throughout the city.

Senator COHEN. What has been the cooperation from the Canadian government?

Mr. THOMAS. Excellent. We can count on them on a 24 hour basis. We have a telephone number. They contact us when they secure information regarding large seizures. We try to meet them at the border that way.

Senator COHEN. We've mentioned crack a great deal today, but have you experienced any problem with what they call ice?

Mr. THOMAS. As of this date and time, no. And I'd hate to publicize it because next month we'll have an overflow of ice in the City of Detroit.

We've seen resurgence in heroin again. And I don't know if that's because of the education in terms of cocaine, but heroin is again on the rise and cocaine is still the drug of choice.

Senator COHEN. I was curious about your Ripe-Ride program. How does that work? You have a person that drives into a combat zone of drugs or drug dealers, and he or she goes in to buy crack? You make a bust and then you confiscate the buyer's car?

Mr. THOMAS. Yes, or whatever vehicle he's using as a mode of transportation at that time.

We usually set up a surveillance. This might be in surveillance vans, in garbage cans, whatever—whatever it takes to get the job done. We've already identified a suspected drug infested area.

As the customers come in we will set up a perimeter. The cars are stopped away from the site. They are frisked. We confiscate the drugs and then they're arrested for possession at that time. And then we confiscate the care under the forfeiture laws.

Senator COHEN. What has been your experience with that procedure in the court?

Mr. THOMAS. It's been very excellent.

Senator COHEN. Has it been tested all the way? Let me put it this way: It hasn't been tested in your Supreme Court?

Mr. THOMAS. No, no. Just our local courts at this time.

Senator COHEN. Are there strict guidelines, for example, as to whether or not it has to be identified as a drug infested zone, or can you apply this to anyone?

Suppose someone is stopped and they have——

Mr. THOMAS. [interposing]. No——

Senator COHEN. Crack or heroin. Could you confiscate that person's car as well? They're not dealing, they're just buying.

Mr. THOMAS. Well, on a department-wide basis, if we stop an individual and he has cocaine or any of the controlled substances under the class 1 category, yes, we can confiscate the vehicle. But this is directed and focused in particular areas to where the customers—we have people coming—customers—from Ohio, Canada, all over the State.

Senator COHEN. I was just curious. You do have established guidelines?

Mr. THOMAS. Yes, we do.

Senator COHEN. Chief Emerson, you mentioned in your statement that people are going to simply have to give up some of their rights if we're going to win this war on drugs.

Which specific rights are you recommending that people give up?

Mr. EMERSON. Well, to be able to say what right is somebody going to give up under our Constitution? I guess what first comes to mind when I was preparing my statement, was perhaps the right—if there—there has to be criteria certainly to allow me, as a police officer, to search somebody. Or, there has to be something, you know, concrete, some reasonable grounds to allow me to perhaps detain somebody and not have it thrown out of court when you find a big catch, where you find a dealer, or—and I know the airports, they're doing that now. They look at the profile of a drug courier and they'll pull that over. And that's the type thing I'm talking about.

I guess that, as the citizens—and we look at the problem we have today—and you mentioned right there, is a combat zone. We have our area in Adrian that's our drug combat zone. It's called "The Block."

Our officers will go up there. If they see something that looks like it's going down they need to be able to do something about it then, or to have somebody come in from out of town, maybe dropping off something.

It's the same problem in Detroit, as it is Nation wide; to be able to do something about that and not lose it.

Senator COHEN. Ms. Stanek doesn't have a combat zone in her town. The entire community is a combat zone.

When you're dealing with Constitutional issues, how do you differentiate? On the one hand, I think everybody knows there are areas in their community where drug dealing is going on. You say, "there's an area we can move in to."

In Ms. Stanek's community, the entire community was dealing. It was that open. There were no designated areas. Everybody was dealing. The question becomes how do you now try to decide which rights citizens are going to be forced, or be willing, I should say, to yield under the Constitution?

Senator Nunn talked about rhetoric and then reality. It's easy for all of us to say it's time that we suspend some of the Constitutional guarantees. Then comes the hard part. Which ones exactly do you want to give up? Or, do you want to ask the American people to give up?

Mr. **Emerson**. In looking at the way some of the Constitutional rights that we have, or have been around for several hundred years, I don't think the intent, the way they're applied today, was really what was meant when it was written.

Senator **Cohen**. But does that mean that it's a question of the court's attitude? Does it mean that there have to be Constitutional changes?

Mr. **Emerson**. I guess that's not for me to decide. It has to be done. I think it needs to be looked at.

What do we do if we wait for a certain number of decades from now and we lose it? We have lost it, so to speak? And we're looking at the drug kingpins who are doing something far beyond what our wildest expectation would be. If we look back, in retrospect, to say, "wow, I wish we'd have done this," or, "wish we'd have done that."

I think it's that much of a problem today that if we don't take some drastic action we are going to lose.

Senator **Cohen**. Senator Nunn, Senator Levin and I all serve on the Armed Services Committee, and Senator Nunn and I are on the Intelligence Committee. I would venture to say that there are techniques that we could employ today, and put in law enforcement's hands, that would facilitate the detection of crime, the following of individuals, and marking their progress from scene of crime to wherever they're going, anywhere in the city or the community. These techniques are available today if we were willing to use them.

The problem then becomes are we turning into a Big Brother? We have an eye in the sky; we have satellite capability that can now follow individuals.

It gets into some of the more serious constitutional issues, and the real challenge is how do we formulate a policy which tries to balance that? Right now the balance is out of balance. It seems to be in favor of those who are abusing the system, and who are corrupting and destroying our young people.

Mr. **Emerson**. I agree.

Senator **Cohen**. I think, Ms. Stanek, your experience in front of a defense attorney is not unique. I think that every person who takes that stand goes through the same challenging experience of holding their sense of integrity together when it comes under assault by an attorney.

But we're raising very serious policy issues. Very serious policy issues as to how we go about doing what has to be done, and at the same time recognizing that we have a Constitution that we have to adhere to as well.

I was trying to get your assessment Chief Emerson as to what you were recommending. Exactly where, from a law enforcement perspective, should we be urging changes be made, either in how our courts dispense justice or how they interpret the Constitution? Exactly what guidelines are you going to recommend for us to consider?

Mr. **Emerson**. I really haven't sat down and gotten into that issue. I think that, again, the temperature of the court system seems to sway and flow with the temperature of the politics, or whatever it might be. If it can move that way as a result of that pressure we have a more serious problem, or more serious pressure than we have right now.

If the court says 20 years ago this was illegal, but today it's legal, and it's a conservative-liberal attitude, that should be a third alternative, perhaps.

Senator **Cohen**. I think we're seeing the politics change quite dramatically. For example, look what is going on politically in Texas, or California. I think that if you follow the candidates and what they're saying there, you can see how the temperature has increased rather dramatically in recent years.

Ms. Stanek, I am really curious about your situation in terms of how you were able to pull this off, so to speak. You are from a very small community—15 hundred people and that's maybe half a block here in Detroit—and you were involved in at least 2 or 3 fights? Physical confrontations with people who you identified selling drugs?

The word must have spread that this lady is someone who is trying to put us out of business, or is trying to raise some hell. Then you have the tragedy of losing your son. Shortly after that, suddenly you're out buying drugs.

What I would like to know is how were you able to carry this off without raising suspicions that you were dealing with Detective Hetzel or Lieutenant Johnson? How were you able to make this transformation and work under cover after what you had been through? How did you do that?

Ms. **Stanek**. Because I think they thought I fell to their level. They didn't care. I think they really thought that I was into selling drugs or using drugs. They never asked.

Senator **Cohen**. So even in a small community, the word had not spread that you might have been working with Detective Hetzel under some program——

Ms. **Stanek** [interposing]. I don't think they felt that——

Senator **Cohen** [continuing]. That you were aware of?

Ms. **Stanek** [continuing]. No. I think they thought I was into selling or using drugs. They had a rude awakening when we arrested them, hey?

Senator **Cohen**. I'd say. [Laughter.]

Not everybody is going to have your courage to go out and do what you've done. Do you have any recommendations for other people who are concerned about drugs within the community about what they can do, other than sending you candy or writing editorials in the paper saying, "nice work, Wendy" and "congratulations?" These are the same people who were there prior to the loss of your son and who didn't do anything.

Ms. Stanek. Right.

Senator Cohen. So the question that I have for you is what do you recommend for other people, other parents, other concerned citizens, other than trying to go undercover, risking their own lives and taking that kind of very courageous action? What else can they do, in your judgment?

Ms. Stanek. Well, I suggest they don't wait until somebody dies before they decide to do anything. And I think if somebody—if they didn't want to go under cover; if they got mad enough, or if the—I used to run my shopping cart into their carts at the store, hey? Make big scene.

I mean I think there's more of us that don't use drugs and that are against drugs than there are that use drugs. I mean, what we got, 90 percent against 10? Why can't 90 percent take over the 10 percent? It's to the point where it's stupid, you know?

I would think if they got a big fine, do you know what I mean? If you took away all their profits they're making, they're going to give up finally. I mean there's just—there a no a yes on drugs and drugs are no.

Senator Cohen. Do you sense that having witnessed the work that you did and the success that you've had, the 90 percent of the people in your community are willing to really speak out, take action, participate in community or neighborhood watch groups?

Maybe, Lieutenant Johnson, or Detective Hetzel, you can talk about that?

Mr. Johnson. Yes, we have established a toll free hotline for drug information when we first started. I believe, since the incident in Iron County, the calls that we've been receiving on this particular hot line have more than doubled just because of the actions of Wendy, and the publicity from those actions.

And we've got—the local law enforcement agencies have received a great influx of citizens wanting to provide information.

Senator Cohen. Mr. Hetzel?

Mr. Hetzel. Since the arrests in our county I have received personally at least 5 calls in our office from people wondering how they could get involved just like Wendy has.

I have received calls from other units in the State of Michigan advising us that they have had people calling in wanting to do the same thing. And on three occasions in Bay City—Bay City area—they have made arrests of people that were not only inspired, but wanted to do the same thing that Wendy had.

And, like I say, we've had a large amount of calls coming in just from people wanting to help like that, you know.

Senator Cohen. I assume you are no longer under cover?

Mr. Hetzel. No.

Senator Cohen. You have been retired, or elevated—one or the other—from that position?

Mr. Hetzel. Yes, sir.

Senator Cohen. That's all I have, Mr. Chairman, other than commending Ms. Stanek. I share Senator Levin's comments about you. You're really an example for the rest of this country in the courage you demonstrate.

Ms. **Stanek**. Thanks.

Senator **Nunn**. I'd also add to that, that when someone tells you that all you've done is raise the price, that's not an insignificant item, that that's really what law enforcement is trying to do, is to raise the price so that you take a lot of the drugs away from the ability of people to buy. Make it more expensive.

Frankly law enforcement can do that, and law enforcement can put the stamp of disapproval of society on the drug purchasing, but as long as the profits are there, as large as they are; and as long as the demand is there, we're going to have a problem with drugs. We're going to have to work the supply side as well as the demand side. Law enforcement as well as health. Education.

I like particularly the suggestion we heard about law enforcement going into the schools. I also believe we need to get our nurses and doctors in the schools, because they have credibility on the health effects.

The University of Michigan study that—I believe Commander Thomas mentioned—I've read that and I found it very very enlightening, because there is a decrease of—according to this study and some others—of seniors in highschool and seniors in college in the use of drugs. And they tried to find out why and the study indicated the reason is because these young people have come to the conclusion it's injurious to their health.

And of course that connection between health and drugs is the correct kind of impression. But we've got to get that message out there, and it's got to be in the very early ages.

And of course one of our huge problems in this Country is the school dropout rate. And this study doesn't reflect the dropouts and their use of drugs. So the trends in the dropout area may be a whole lot different than the trends of seniors in high school and seniors in college. But I see it as an all encompassing strategy. It has to be law enforcement, but it has to be much broader than law enforcement.

Which brings me to my final question, which is one of the hard ones we have to deal with. And any of you that would like to give us your opinion on it, I would welcome.

This year, in this year's budget we have an interdiction strategy which calls for the purchase of six more aerostats and two long range aircraft. In other words, radar on the borders. The cost of that's $124 million.

The same amount of money, if we are trying to decide how we spend our money, you could take that same amount of money and you could provide for 7,500 years of inpatient drug treatment. That's one option for $124 million.

You could provide 27,500 years of outpatient drug treatment.

You could provide, as an alternative—each one of these is a separate alternative—775 new Drug Enforcement Administration agents.

Or, you could provide 1,362 new assistant U.S. Attorneys.

Or, you could pay for 316 new district court judges.

Or, you could build 2,666 new medium security prison spaces, or you could maintain 8,857 prisoners in medium security prisons for a year.

So all of those are alternatives. We're about to spend $127 million.

If you were trying to allocate—I'm not saying this specific example, but if you were trying to allocate money between law enforcement, education, health, prison—part of law enforcement, but a separate part—how would you go about it? Commander Thomas?

Mr. THOMAS. I think I'd divide all of those particular issues evenly with a slight emphasis with enforcement. We need drug education, we need prevention, rehabilitation, because—I can lock up 6,000 people this year, 7,000 people, I'm going to have the same thing. Next year it's going to increase.

We, in law enforcement, realize the value of education and rehab. And I think we need to increase proportionately the amount of money being spent in those areas.

Senator NUNN. You would put education and rehab as the first priority now?

Mr. THOMAS. I believe so.

Senator NUNN. Chief Emerson?

Mr. EMERSON. I have to go along with what the commander said. If you take and divide it up into 4ths or 5ths, or whatever, and put an equal amount all over the place, we haven't really dried up the source.

We have to be able to say that, okay, let's handle it as it comes in. Let's educate the youngsters, let's get the young people—let's get rid of the user, let's educate them in the wrong of both, of drug and alcohol abuse.

And then the system, it will clean itself theoretically. As they get older they're not going to be using drugs. But you can't ignore everything on the other end of the spectrum as well. That has to be addressed. There has to be some rehabilitation. I'm not sure how much bang for the buck you get on that.

I think the education part of it, and for the safety of the citizens, the law enforcement has to be there to keep a lid on it, so to speak. It would be nice to think that then that would wash it's way up through the system and we would have young people coming up with a different set of values.

Senator NUNN. Detective Hetzel, do you have an opinion on that?

Mr. HETZEL. Yes, sir. Much the same as Commander Thomas and Mr. Emerson. I feel that education is very important at this point, that if we can teach our young people now about the dangers of drugs, that when they get older they shouldn't have the problem.

Senator NUNN. Lieutenant Johnson?

Mr. JOHNSON. I think, in the short term, we have to look more towards law enforcement, due to the fact that this gap period between the time that we try to educate these young children and the time that we're at now, the emphasis obviously is going to be—there's going to have to be some effort out there to keep this thing in check.

And I am an advocate of education, definitely. But in the situation we're in right now we have a gap there, where the generation in between the 5th and 6th—there are several generations in between the 5th and 6th graders, that are being educated as to drug awareness. And the people that we're going to be dealing with in the next 5 to 10 years. I believe that the short term emphasis should be on law enforcement and corrections, with the long term emphasis on education and rehabilitation.

Senator NUNN. Ms. Stanek, do you have any kind of suggestion on that, where we spend our money?

Ms. STANEK. Well, I could use a little bit, but——

[Laughter.]

Ms. STANEK. I would say rehab and education, because most of the little kids now, they're pretty much into saying no. They've seen—I like what he says, Mr. Emerson.

Senator NUNN. One other question. What about ice? Have you seen ice coming in, Commander Thomas?

Mr. THOMAS. No, not as yet, sir, not any significant sings, no, sir.

Senator NUNN. Chief Emerson?

Mr. EMERSON. No, sir, none at all.

Senator NUNN. Either one of you haven't seen it yet? Still, what is your major drug problem then, Commander Thomas?

Mr. THOMAS. Cocaine.

Senator NUNN. Crack or cocaine or both?

Mr. THOMAS. Crack cocaine, per se.

Senator NUNN. Crack is your main problem, Chief Emerson?

Mr. EMERSON. We have a—marijuana is our large problem, as well as crack and powdered cocaine.

Senator NUNN. Lieutenant Johnson?

Mr. JOHNSON. Marijuana and cocaine.

Mr. HETZEL. Marijuana and cocaine.

Senator NUNN. Any other questions, Senator Cohen? Senator Levin?

Senator LEVIN. Just one quick comment, Mr. Chairman.

The emphasis on education, while not exclusive—since law enforcement is critical as rehab and treatment and other aspects of the war, there is some real emphasis on education among the law enforcement community that I felt throughout the State. So that, what we hear from this panel is typical. And what you said——

Senator NUNN [interposing]. Same thing in Georgia——

Senator LEVIN. You were saying, Mr. Chairman, it's very interesting. And I think I would—I've been to 4 or 5 classrooms in the last few months, in Michigan, where we've had programs of uniformed law enforcement people—some time just specially trained personnel in the school system, such as you have in Macomb County, meet with 5th and 6th graders on a regular basis, I believe it is working.

I've seen it. I've seen that connection, particularly between that uniformed law enforcement officer and those kids. I've seen it over and over again, so I'm satisfied it's working.

One of the problems is how do you measure it? We've asked the GAO to measure the cost effectiveness of some of our efforts, and that's going to be a difficult one, I'm afraid, to measure for a number of years at least. So while I'm delighted that the Chairman is again asking the GAO to try to give us some measure of how effectively our dollars are being spent, this is one area, at least, where I'm afraid we're going to have to rely on—either wait a few more years to see the effect, or perhaps rely on just the experience, the anecdotal experience.

Senator NUNN. I think that was one of the things that's most interesting to me about the University of Michigan survey. And I think Rand Corporation has just come up with a survey and they both point in exactly the same direction, that education, though difficult to measure, and though very long term in effect, is beginning to have an effect—beginning to have an effect.

And Rand came up with that. I haven't read the report. I did read the University of Michigan report. I read only the news article on Rand, but they've both independently come to the conclusion that we are beginning to see, for people who stay in school, that that education is a big part of it.

But it is education not so much in what's right and wrong, although I think that's still got to be part of our effort. But the question of what is injurious to an individual's health.

Senator COHEN. Could I ask one other thing?

Chairman Nunn indicated that it would be important to have health officials going into the schools.

Could I ask if any of you have seen some of the athletes here in Michigan going in to the schools? You have probably some of the finest athletes in the world—notwithstanding last night's loss at the college level. [Laughter.]

Senator NUNN. That'll be tested Friday night, when Michigan State plays Georgia Tech. [Laughter.]

Senator COHEN. For example, we've seen a lot of discussion on television recently about what steroids can do to the human body and the wonderful athletes being destroyed by their use. They are then going into schools and cautioning young athletes not to use them.

What about the value of having some of Michigan's top professional athletes engage in public service announcements, or go into some of the schools? Do you have any of that going on?

Senator LEVIN. Yes, I don't know if they can answer it. I can answer it because we have had those athletes actually be with us at drug treatment seminars. And there is an effective program that is going on. It's a very good point, because they are role models—there's no doubt about it—for the kids.

And one other thing, and that is again back to Ms. Stanek. I believe courage is contagious. We've seen it in Eastern Europe where a few people become a larger number of people and finally can overthrow a totalitarian government. That's how powerful people can be when they act.

You have acted to protect kids. You've lost one of your own, and your story, I believe, will give others—inspire others to work with our law enforcement community, get involved in education and treatment, because that's the way we're going to win this war.

So your courage, I think, will get others to do the same thing that you've done despite the fact that there may be some risks, you're willing to take them for our kids, and I think most of our people are, too.

Senator NUNN. Chief Emerson?

Mr. EMERSON. Yes, one last comment in the area of education?

I'd like to emphasize the fact that I believe that uniformed police officers in the school talking about drugs, drug abuse and safety—everything—as far as developing a youngster, it has to be in Kindergarten. We have to start earlier. And I believe that that uniformed officer has more of an impact relating to drugs and alcohol abuse than a teacher would have.

This officer is represented to them as somebody that's worked the streets. They see a police officer in a car, and then they'd see another police officer in the school, they relate to that, you know? "I saw you in the car yesterday." And, while it wasn't that officer, it was somebody else, but those children will earn that respect. They will respect the officer and therein comes, I think, your educational process.

Senator NUNN. I agree with that. I'd like to see education take the form of the educators, the health officials and the police officers working as teams; even having doctors and police officers going in at one time, in the schools, I think would be helpful.

I've seen one of the—I don't remember what jurisdiction it was, but one of the sanctions against people who were caught abusing drugs or alcohol—and alcohol is another very important feature and is still our number one drug of abuse in the Nation—that one of the punishments for young people caught in that circumstance was to go into the emergency rooms of hospitals for weekends, 3 or 4 weekends, and simply have to observe what goes on as a result of both drug and alcohol consumption.

A weekend in a hospital in a major city today, almost anywhere in America, watching the emergency entrance is an education in itself. So I think there are a lot of those things we can do.

I want to thank all of you for being here. This has been a most helpful panel. Commander Thomas, Chief Emerson, Detective Hetzel, Lieutenant Johnson, we appreciate all of you being here. And we appreciate the very vivid demonstration of courage and citizen involvement that we've had here this morning. So we thank you and we hope you will continue to let us be the beneficiary of your views as we move through this process.

Our next panel of witnesses will testify about the impact of drug related crimes on the prosecutorial and corrections components of Michigan's criminal justice system.

We're pleased to have with us this morning Mr. Robert Brown, the Director of the Michigan Department of Corrections. Director Brown will not only review Michigan's massive prison construction program, but also its limitations, both fiscal and otherwise, for solving the problem.

Another perspective on the corrections issue will be provided by Sheriff Jon Olson of Calhoun County. I believe that we will hear that Sheriff Olson's problems are representative of most rural counties in Michigan now faced with severe overcrowding as a direct result of the drug epidemic.

We will also hear the testimony of two distinguished county prosecutors, Prosecutor Carl Marlinga of Macomb County and Tony Tague of Muskegon County—though on opposite sides of the state, and with different population sizes—each county faces severe problems due to the increase in drug related crimes and violence.

Gentlemen, I welcome your testimony and I hope you will give us not only a sense of the impact of drugs but also your views on what law enforcement is doing and what we should all be doing to meet this challenge.

We swear in all our witnesses before our Subcommittee. So, I'll ask you to take the oath.

[Witnesses were thereupon duly sworn in by the Chairman.]

Senator NUNN. I believe we're starting with this panel, with Director Robert Brown, and then we'll move to our other witnesses.

Director Brown, thanks for coming.

TESTIMONY OF ROBERT BROWN, JR., DIRECTOR, MICHIGAN DEPARTMENT OF CORRECTIONS, LANSING, MI [1]

Mr. BROWN. Thank you, Senator Nunn and other members of the Subcommittee, for the opportunity to give you an idea of what the impact of drug abuse and drug related crime has been on the Michigan Department of Corrections.

In Michigan the Department of Corrections is responsible for probation and parole in addition to commitments to prison of adult felony offenders, while counties retain the responsibilities for commitments to jails.

Let me give you a brief description of what has happened to the department over the last 5 years. During the period of 1982 through 1988 total annual convictions rose 41.2 percent, from 20,594 to 29,080. Commitments to prison, however, rose 74 percent, from 6,155 to 10,710.

We don't have the conviction data from the courts for 1989, but intake to prison was 12,759, or 19.1 percent higher than in 1988.

Since 1982 we have increased prison capacity by 12,353 beds, or 93.5 percent, from 13,211 to 25,564.

Unfortunately—or maybe fortunately prisoner population has grown 124.1 percent, from 13,180 to 29,533, as of March 2, 1990.

Today the system houses 4,000 more prisoners than our rated capacity. Our current population projection is that if there are no changes in sentencing policies or practices, the population will grow to 47,000 by the end of 1992.

In 1985 the State embarked on a prison construction program, that, when it is completed in 1992, will have added 18,130 beds to the system at a cost of $900 million. But the intake has consistently outstripped the opening of new beds, and by the end of 1992 we will have 16 thousand more prisoners than capacity.

In addition the State will have to begin the replacement of 6,000 beds in temporary pole barn structures.

Attachment "A" of my document is a copy of the latest population projections through 1992.

Attachment "B" is the capacity expansion schedule.

Attachment "C" is a table which shows the level of overcrowding by type of prison.

And Attachments "D" and "E" are maps showing the location of existing facilities as well as facilities authorized for construction.

While a great deal of the State's resources are committed to the operation of prisons, the number of people under supervision in the community is also at an all time high. There are 54,687 people in the community under probation or parole supervision, or in community residential pre-parole release program. This population has grown 28 percent since 1982.

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[1] See p. 143 for Mr. Brown's prepared statement.

Attachment "F" shows the breakdown between institution and community supervision.

The primary purpose of prison should be the protection of the public through isolation of violent and repeat property offenders. A large portion of the intake is for nonviolent offenders. While we need to protect ourselves from these criminals, we have to begin to get serious about developing other appropriate options for dealing with some of these types of offenders.

In the first 6 months of 1989, persons convicted of non assaultive offenses, including minor drug offenses, made up 66.1 percent of our commitments, with minimum sentences of less than 24 months.

Attachment "G" is a summary of the distribution of 1989 intake through July, by offense and 4 different minimum term levels, that is zero to 12 months, 13 to 2[illegible] months, 120 plus months and life sentences. These categories were chosen to compare the short term and long indeterminate sentences.

Let me talk a little about the specific effects of drugs and drug related crimes on the department's prison system.

Attachment "H" shows the annual intake of drug offenses and all other offenses for calendar year 1986, through August of 1989. Total intake increased 2,531, 30.9 percent from 1986 to 1988; and drug offenses accounted for 51.9 percent of this increase.

All drug offense commitments have increased 1,313, or 241.8 percent from 1986 to 1988; while commitments for other crimes have increased 1,222, or 16 percent. That's 241.8 percent compared to 16 percent.

Drug delivery and drug manufacturing sentences have the largest increase, but possession of drugs is also seeing a large increase in the last 2 years. This trend has continued in 1989, and there is no reason to expect any decrease in commitments for drug offenses during this current year of 1990.

Approximately 80 percent of the people who enter State prisons have had some level of substance abuse, either drugs or alcohol, which we suspected has contributed to their criminality. Clearly the prison system is feeling the effects of the war on drugs.

Lastly I want to say a few words about the criminal justice system in this State and in the Nation. Again, we, as a society, cannot afford to use our costly prison space for nonviolent offenders. We have to get serious about developing less costly sanctions that both punish and offer a chance at rehabilitation.

It costs an average of $21,000 per year to house a person in State prison. I'm not saying that our State doesn't need prisons. They provide society with some respite from consistent or dangerous criminals. The fear of crime in our Nation and our State destroys the quality of everyone's life, and prisons sometimes give us peace of mind.

But having said that, I have to say that if we continue making major investments in prisons we're making a bad long term investment. This is because a better investment is to find some way so that you don't need to many prisons. Prisons are a sign that you've already lost the game. Society has lost twice, first by the crime that resulted in imprisonment and again by the cost involved in housing that criminal.

How do we end the cycle of crime generally and drug abuse and related crimes specifically? We can't do it overnight. People coming into prison today are already damaged, and as a result we have to deal with them in our criminal justice system.

What we really need is to cut down on producing new criminals, but I'm not telling you anything new. A hundred years ago Ralph Ingorsoll said, and I quote: "If you want to eliminate crime you have to eliminate the conditions that cause it."

Well, what are those conditions? I've watched people come into prisons for 29 years now, and they haven't changed. The people coming in are young, they're out of school and into drugs. They don't have a skill, they never worked at a job worth mentioning. A lot of them can't read or write. Many have juvenile criminal histories. Too many also have mental health problems. And probably most importantly most of them come from what we currently call dysfunctional families, units without structure or stability. Most of our prisoners are black or Hispanic and come from our larger cities.

I really think the problem of trying to prevent crime is that the payoff is so slow that we give up. The seeds for serious crimes people will come in to prison for this year and next year and the year after that we sowed years ago when these same people were denied the quality care they should have gotten as children; when they were mistreated or neglected when they were young. And we failed to break the cycle of poverty that had dogged their parents and perhaps—and probably their parents before them. The seeds were sown when we threw up our hands and said the problem is not solvable.

I know what happens when society gives up, when it looks for the cheap and the easy fix, when it pays attention to the end result of crime instead of looking at the cause, and therefore the real solutions.

We must improve the quality of life in our urban areas and our rural areas. Not just Detroit, but cities like Flint, like Bay City, Saginaw, Muskegon, Lansing, Benton Harbor, Crystal Falls.

If we, as a society, don't make the investment in our youth we'll be building prisons well beyond the year 2000.

Again, let me thank you for allowing me to offer my information.

Senator NUNN. Thank you very much, Director Brown. We'll come back for questions.

Mr. Olson?

TESTIMONY OF JON R. OLSON, SHERIFF, CALHOUN COUNTY SHERIFF DEPARTMENT, BATTLE CREEK, MI[1]

Mr. OLSON. Thank you. I'd like to say good morning to each of you on the Panel and the people that are in the audience. I previously provided the information to the Committee, and I will be talking in synopsis from that information.

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[1] See p. 161 for Sheriff Olson's prepared statement.

I have been asked to address the impact of the drug crisis on the Calhoun County jail in Marshall, Michigan. In 1973 Calhoun County undertook a study to build a new jail. At that time the current jail, built in 1953, was faced with many structural problems and had fallen out of compliance with State and National standards for its 123 bed structure.

The study was completed in 1974, and resulted in a plan for a 181 bed new facility. The County applied for Federal assistance through funding that was available at that time, and it was denied, based on planning done at the Federal level, as being too large for the County's needs.

Believing in the study, Calhoun County government retained the design, modified it, and in 1978 went for a vote of a public millage. It, again, was denied by the populace. The cost had gone from 2½ million in 1974 to $5.3 million in 1978.

You ask: What does this have to do with the subject at hand?

The answer is that all of the planning that was done at that time, at the State, local and Federal levels, did not foresee the crisis that we are facing today. The problem, Calhoun County had spent a million dollars in 1984 and 1985, to remodel the facility and to bring it into compliance with standards. We reduced our bed space, to do so, to 112 beds.

Since that time the jail has been through one overcrowding crisis after another. The population's gone from 117 in 1985 to as high as 192 in 1987. In 1985, 1986 and 1987 we tried to manage the population through boarding inmates to other counties.

The Overcrowding Act of Michigan was passed in 1982 and went through Supreme Court challenge and was upheld by the Michigan Supreme Court in 1987.

Facing a $900,000-plus budget expenditure the county board of commission eliminated that funding item from my budget in 1988.

As sheriff I first triggered the act in March of 1988. Currently we are in emergency number 13. I have been forced to release 222 inmates early, close the jail to misdemeanor arrests, unless committed by a judge; and to close the county jail six times to new admissions.

Our average daily population has continued to increase faster than overall changes in the crime rate, yet it is consistent with the upward trend in serious, violent and drug offenses. There have been 215 emergency declarations among 31 of the 83 counties in the State of Michigan.

The crime rate for Michigan, excluding Wayne County, increased by only 11 percent between 1985 and 1988, while the rate for Calhoun County during the same period increased 24 percent. Nationally the increase was only 9 percent.

While population shifts have not been significant, the increase in crime has. Serious crime has increased even more significantly than the overall rates would indicate. Since serious crimes are more likely in urban areas, increases in crime rates in cities offers a reference point for projecting the jail population.

The average number of all offenses reported to the police in Battle Creek between 1985 and June 1989 nearly doubled. Violent assaults were up 27 percent. Breaking and enterings were up 54 percent. Drug arrests were up 478 percent. As a result, Calhoun

County is under way with a new jail construction project at a cost of 20 and a half million dollars, it will house 350 beds in a direct supervision, single bed construction facility, with a double bunk capacity of up to 70 percent more.

Why is this required? Why have the counties not been able to deal with the jail crisis? The answer is several fold. First, the increase in crime is directly related to the increased use of cocaine and in particular crack cocaine. Cocaine became visible in this area about 5 years ago, and crack cocaine about 2½ years ago.

Battle Creek, alone, has had a 478 percent increase in arrests due to cocaine. The city of Albion, on the east side, has also seen a similar increase.

The counties need the assistance of the Federal Government in this problem. It is not our problem, it is not local, it is not grown or manufactured in Calhoun County, it is not grown or manufactured in Michigan or anywhere else in this country. It is a Federal problem.

Massive resources are going to have to be diverted at the Federal level to attack this problem. We are in a war just assuredly as we were when we were in Vietnam, and we are going to fall into the same trap. We are losing the battle because we are not directing the resources and we do not have the commitment to win.

Hundreds of men, women and children are being killed in this country each week because of cocaine. Even more, families are being hurt emotionally and financially because of this drug. If they do not use it they fall victim to the user, robberies, burglaries, larcenies and shootings, that result in injury or death.

Congress must act to increase the efforts at interdiction, implement the death penalty for these importers of the death that they are selling, and assist the States and local units of government to deal with the problem.

95 percent of the inmates in Calhoun County on any given day in 1989, or 1990, are there due to drugs or drug involved crime, sale, use or charged with burglaries and robberies to gain the resources that can be converted to cash to procure the drug.

Senator Nunn. Sheriff, if I could intervene at this point just to ask you a question?

We were talking earlier about the General Accounting Office statistics and they had a group of statistics for drug crimes and then they made it clear, though, that didn't include drug related crimes. That is crimes that were committed because someone either needed the cash or were addicted to drugs, like burglars and so forth. You are including both of those in this 95 percent statistic, are you not?

Mr. Olson. Yes, I am.

Senator Nunn. How do you determine whether burglary or robbery or murder is committed by someone because of drugs? How do you ascertain that category you call drug related crimes?

Mr. Olson. Based on the screening that we do on their intake at the jail and the referrals over to our drug program.

Senator Nunn. You do screening, physical screening? Testing? Or, do you do——

Mr. Olson. No, question and answer.

Senator Nunn. Question and answer?

Mr. Olson. Yes, sir.

Senator NUNN. And you do that on every crime committed?

Mr. OLSON. Everybody that comes into the jail.

Senator NUNN. Okay, thank you.

Mr. OLSON. The local units need Federal monies to operate education programs through the schools, such as DARE. We cannot divert police officers from the streets to the classroom without an ability to replace them. Counties need Federal help in dollars allocated to allow them to implement mental health and substance abuse programs for the users that are confined in the jails.

There is no easy or quick fix to this war. It is a long term battle and it will be costly. We cannot seal the borders but we can tighten down the security. We cannot stop the use of those who are currently users unless we can reprogram the desire. We can stop future users by providing drug education starting in the 3rd or 4th grades and continuing through high school graduation; and enhance the deterrence factor by placing extremely harsh penalties on those who sell cocaine or crack cocaine, import it, or who are caught in possession of major quantities.

Unfortunately many of the current generation of users are lost We need to prevent the future generations from becoming in the same state. This means education and greater resources to the creation of jobs for the young teenager. We cannot compete with the $300 per day that a dealer will pay to a 10 year old to stand lookout on the street corner, but we can try to educate them to the dangers of becoming involved. Sure, fast and harsh penalties for those who would be role model—dealers—can act as deterrent, especially if it is accompanied by a denial of bail during the pendency of their trial. Murder, in this State, is non-bailable. These dealers are premeditating their sales and the substance is killing people every day just as surely as if the dealer was pulling the trigger on a gun.

If it is creating local problems for the police, but is not grown or manufactured here, you, the members of Congress, need to provide the monies to the local units to allow them to fight the problem on the city streets and county roads until such time as the trend can be reversed.

The prison system and local jails, which are overcrowded, are overcrowded because the prison system is overcrowded. They need an infusion of Federal dollars. Michigan has undergone a massive prison construction expansion, as we just heard from Director Brown. That project will end in June of 1992. It will not be enough.

Are you willing to face another Vietnam on the streets of America, or are you willing to bite the bullet and commit the resources at all levels, for intervention, apprehension, prosecution, confinement, treatment and education; and change, or authorize the changes in our bail laws and model Federal penalties after Michigan's 750 gram law, so that games cannot be played by the defendants trying for the best, quote, "deal" in town?

And I call upon you to ignore the calls to legalize the drugs. It is sheer and utter nonsense.

Thank you.

Senator NUNN. Thank you very much, Sheriff.

Mr. Marlinga?

Mr. MARLINGA. Thank you. Mr. Chairman, first I would ask that my written statement be made a part of the record. I believe that's the normal procedure?

Senator NUNN. Without objection it will be part of the record.

TESTIMONY OF CARL J. MARLINGA, COUNTY PROSECUTOR, MACOMB COUNTY, MOUNT CLEMENS, MI [1]

Mr. MARLINGA. I would just like to highlight three areas that I wrote about in my written testimony.

The first is just to review some statistics, because I think they are important, showing the high correlation between increased drug activity and non drug crimes.

First of all our Governor, James Blanchard, stated in the State of the State speech a couple of years ago that 80 percent of the new prisoners in State prisons are there because of drugs. Nationally the statistics show that 35 percent of all inmates were under the influence of drugs at the time they committed their crimes. And an additional 43 percent said they were using drugs daily in the month before the offense.

In my own County, Macomb County, Michigan; just north of Detroit, in our Macomb County Circuit the docket runs about 40 percent as direct drug cases. That means either the sale or possession of drugs. But in another 40 percent of the cases, for a total of 80 percent, people, after conviction, report that involvement with drugs was one of the causal factors leading them into their criminal activity. So again we have a corroboration of that 80 percent figure that we hear time and time again.

Sheriff William Hackell, the Sheriff of Macomb County, brother sheriff to Mr. Olson here, reports similar statistics. Sheriff Olson reported 95 percent, I believe, in his jail, were there because of drugs. Sheriff Hackell reports that in our County 83 percent are there because of drugs. Again, that cross corroborates the earlier figures that I cited.

And the President of the United States, in his September 1989, national drug control strategy report, included a bar graph showing 12 selected United States cities. In those cities there was a range of 59 percent to 83 percent of male arrestees testing positive for drugs at the time of their offense. It is absolutely clear that there is a high correlation between drug activity and other non-drug crimes.

Now, as I pointed out in my written testimony, we have to take care, in interpreting these statistics, because we don't want to assume that if we simply got rid of the drug problem that we would get rid of all of this crime problem. Some of the people choose drugs as just one additional facet for an antisocial life style and you cannot automatically say that if we got rid of 100 percent of the drugs we'd get rid of 80 percent of the crime.

But certainly there would be reductions that would be possible, which leads me to my second point and that is the most effective immediate program which we could adopt would be a Federal program to provide drug treatment—to provide treatment to all who would need it.

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[1] See p. 172 for Mr. Marlinga's prepared statement.

The President said, in his September speech, that about 40 percent of the people who need drug treatment are getting it. I believe that that view is too rosy. The accepted figure among drug treatment professionals, as indicated to me by the Office of Substance Abuse in Macomb County, is that only about 10 percent of the people who need treatment actually get it.

That leads me to something that I pointed out in my written testimony. You can just imagine the attitude of somebody who, after maybe a couple of years of being hooked on crack cocaine, decides that today is the day that he or she is going to get off of it. This person doesn't have enough money to check into a private hospital and so makes a call to a local drug treatment facility and says: "I need to get off of this stuff, I need to get it off my back, let me come in."

Well, the waiting period before that first appointment is approximately 6 to 8 weeks. In some places it's even worse.

Imagine the despair and the frustration of that person who, after turning to Government for help to get off of this problem, is told, "well, you can come in in about 2 months?" It's no wonder, then, that about 50 percent of those appointments are not kept—out of the sense of frustration that those callers feel. It simply reinforces the attitude that they previously had, that nobody is going to help them. The downward spiral of dependency and despair continues. The appointments are not kept and that person continues his or her habit. And as we all know, from the earlier statistics, either out of financial need or out of the sense of despair, eventually that person turns to further criminal activity.

Now it is indeed unknown, as Senator Levin pointed out, what would the effect on crime be if we were able to provide universal treatment? But we know that, because of the high correlation between drug activity and other criminal activity, that we would see some improvement. But even more importantly it is simply the right thing to do. These people are hooked; we have to try to get them off, and society would have a further benefit in terms of a reduced crime rate.

Senator **Nunn**. Would you say, Mr. Marlinga, that treatment—effective treatment and treatment availability indeed could be looked on as a quasi type law enforcement measure?

Mr. **Marlinga**. I believe so, because, as Director Brown pointed out, the better thing to do before we have to house these people, is to create the type of environment where they won't go to prison in the first place. And certainly most law enforcement officers I know would rather see fewer crimes be committed than increase the arrest rates. So yes, I think we——

Senator **Nunn** [interposing]. You believe increased treatment would directly or indirectly lower the rate of crime?

Mr. **Marlinga**. I believe it would, and if you use your example, which you indicate in a previous question, if the Federal Government had $127 million to spend somewhere, I believe you pointed out it could provide us 2600 new prison cells.

Well, my own personal opinion is that in Michigan we have to double our capacity of about 30 thousand. We would need 60 thousand. So the 2600 new beds would be a drop in the bucket in that problem, and that would be if you gave all $127 million to Michigan. And I doubt that the Senators from the other 49 states would agree to that kind of allocation.

So that would be a drop in the bucket, whereas the $127 million spent to enhance drug treatment efforts, I believe, would have far more effect. It's where you get more bang for the buck.

And while personally being in law enforcement and being in favor of an effective prison system so that we can deter crimes and incapacitate those people who commit crimes, if I'm saying: "Where can I get the most bang for the buck, it would be in enhanced treatment."

Senator **Nunn**. Sheriff, could I get your comment on that? And Mr. Brown?

Mr. **Olson**. I would agree. I think that, as I said, I think the education is a component of it and it's got to start at a young age and be carried all the way through highschool graduation.

The other thing that I agree is the treatment, and treatment in the early stages of the prosecutorial program, before the judges drop the hammer and they've been released. I think that it's got to tie into the adjudication process, with the threat that if they fail to comply with it then they go on to the prison system.

Senator **Nunn**. The Sheriff in Bibb County, Georgia, told me exactly the same thing yesterday. Almost those exact words, that the treatment part of it has to be increased, it's the most important thing we could do. He also added you have to tie treatment to the law enforcement area so that that is one of the options, that you have the criminal sanctions also hanging over in the event the treatment is not—is not—the option that the defendant chooses to take. So he almost used the same words.

Mr. Brown, could you comment on that?

Mr. **Brown**. Well, most certainly the education and the rehabilitation is where we've got to start. We've got to cut off the demand.

And when I talk about working with youth, I'm talking about working with 2, 3, 4, 5 year olds. I'm talking about the patience—having patience for 12, 15 years, so we see the results. In the meantime we've got to do something else.

When I say that around the State, and people are quoting me as saying would you take money from corrections and put it in for 2, 3, 4 and 5 year olds? There's got to be some additional money into those things.

I can't prove that Johnny Jones, whose mother got some help for him 15 years ago, didn't come to prison this year, but I know that Johnny Jones exists.

Senator **Nunn**. Mr. Tague, I'll get to you in just a minute, but you might want to comment on that point and then we'll come back?

Excuse me for interrupting you, Mr. Marlinga. I think this is getting down to what we've got to try to sort out.

Mr. **Tague**. I think it's critical that we include education and treatment in the long term solutions. We're looking at raising a generation in the future, of drug free Americans, which will assist in solving the problem.

But in the meantime, I think, on the local level, we have neighborhoods and communities being taken over by drug dealers. And I know in my community, which is on the Westside of the State, by Lake Michigan, I have Detroit drug dealers taking over neighborhoods and communities within my county. That has to be dealt with on an immediate level and that means increased law enforcement.

I cannot say that education and treatment are not critical; they are a very integral part of the programs that we have been implementing in my county. But in the meantime it is—I don't want to overuse the word—"war" on the streets. But in my town, and I personally go out with the officers on the drug raids, there's a war going on that has to be won to retain our neighborhoods in an immediate timeframe.

I agree with the other members of the Panel that education and treatment are important, but in the meantime let's not let our neighborhoods be overrun while we're treating.

Senator NUNN. Mr. Marlinga, let's go back to your statement. Thank you.

Mr. MARLINGA. The only gloss I would put on all of that is that my comments were premised upon your hypothetical question: If the Senate of the United States had $127 million to spend.

I would note that Senator Levin recently pointed out that there's almost $50 billion in spare parts that the Pentagon stock piled over the years as part of our military build up and $50 billion is a lot more than $127 million. And I believe that three B-2 bombers would come out to about $1.5 billion. So there are places that we could find the money, other than the $127 million that might be left over in some other fund.

And as far as education, I would emphasize again that of all of the educational programs that I've seen, the DARE program, which actually puts uniformed officers in the classroom, is the most useful and probably likely to provide the best results. All though, again, sadly we don't have any statistical basis to say what the results would be, but it's just an educated guess based upon the response that the children give.

Lastly I would comment on what I think is an epidemic throughout the entire criminal justice system, and that is that any efforts to arrest people and prosecute people always come to the small end of the funnel, and that is that we don't have any place to house them. Even though Michigan increased its prison capacity by over 250 percent in the last 5 or 6 years, we are still way short of the problem.

I would just like to cover, again, some of the statistics which you've heard earlier, remembering that we now have 29,000 thousand beds and projections say that by 1991 we will have completed our prison building program and we will be up to 32,000 beds.

Yet every year in this State there are 81,000 people arrested for felonies of any type. Thirty-three thousand, a subset of that 81,000 33,000 are arrested for these five offenses: Murder, armed robbery, rape, major assaultive offenses—that is violent offenders—and breaking and entering. That doesn't count the 27,000 who are arrested each year for drug offenses.

Now just look at those numbers. Thirty-two thousand is our capacity. Eighty-one thousand is our total number of felonies. Thirty-three thousand are for what everybody would agree would be serious felonies, and 27,000 are for drug related crimes, misdemeanors and felonies.

Now most people would think that—whatever your politics, liberal or conservative—that murderers, armed robbers, rapists, violent offenders, people who break and enter into houses, ought to have the potential to see some amount of prison time. But in our system in Michigan, as is true across the United States, the offender on the street knows that the chances of seeing prison are very small.

The chance, first of all, is that he or she will not get caught. Secondly they know if they do get caught they're looking at probation as the likely sentence for a first offense, maybe even for a second offense.

To get beyond that, even if you are looking at prison time, because of the overcrowded prison conditions that we have here in Michigan, you are allowed a release when you are within 24 months of your earliest out date, meaning that you take the minimum number of years that you would be serving, say, 4 years; you reduce it by the disciplinary credit that's applied, so you're really down to 3 years. Then you take two years away from that for halfway house treatment. So you're only serving a little bit more than a year.

And yet a sentence of 4 years would be considered quite a heavy sentence in Michigan, but it really relates to about a year actual time served.

It means that we've taken the teeth out of the criminal justice system. And certainly we have to put a great deal of money and effort in education and treatment, but you also have to have a criminal justice system that makes some sense out there on the street, that deters people from committing these crimes. And we simply don't have it.

And it translates into one further part of the criminal justice system—and I'll close my remarks, and that is that probation and parole are no longer meaningful alternatives. When a person is placed on probation, in addition to treating them nicely, to counseling them, to making sure that they have a job; if that carrot part of it doesn't work we should have the stick to say that if you don't reform, what we're going to do is we're going to send you back to prison. But most people on probation know that that is very unlikely to happen. The same is true with parole.

And again, citing the typical crime that I used in my written statement, a breaking and entering normally would have a maximum sentence of 15 years. But people are put on probation for 2 years. It's a reporting type of probation. At the end of that 2 years they are released from any further sanction that that crime would bring them.

If they commit another crime after that they may be sentenced on the new crime, but the record is closed on the old one. They cannot be sent back to serve the remainder of their 15 years. The same is true with parole. You get a parole that is much shorter than whatever your maximum term was.

So we've just taken the sanction out of the criminal justice system, as far as the only alternatives that we know, probation and parole. In order to make any of this stuff work well again we have to have increased prison capacity. Maybe we don't have to have a one for one ratio, where everybody who should go into prison does go to prison, but we have to increase the risk to make it at least a realistic possibility.

Senator NUNN. Thank you very much, Mr. Marlinga.

Mr. Tague?

Mr. TAGUE. Thank you.

TESTIMONY OF TONY TAGUE, COUNTY PROSECUTOR, MUSKEGON COUNTY, MUSKEGON, MI [1]

Mr. TAGUE. I appreciate the opportunity to be here, Chairman Nunn and other distinguished Senators, to address not only an issue of National concern, but one that I deal with on a daily basis.

As a prosecutor in a medium sized community I'm absolutely amazed at how the drug traffic and abuse has affected my duties as prosecutor of Muskegon County, with the population of approximately 161,000 people.

I was a former New York City prosecutor before going to Muskegon County, Michigan. So I've seen both sides of the spectrum. The problem in the major city and that of a smaller community. I was in the Manhattan district attorney's office for 2 years, from 1982 to 1984; I have been a prosecutor in Muskegon County for 6 years.

As I indicated in my written statement, if there's one strong message that I have seen in the drug trade, and one I would like to present to the Committee, is that the drug trade has hit small town American as heavily as it has hit the larger cities.

Crack cocaine hit Muskegon County streets in September of 1988. There's a reason for that. The drug problem in our county has been escalating since the early 1980's on a dramatic level. We formerly had a major prescription drug problem in my county and when we put an end to that, crack cocaine became the drug of choice, which it remains today.

It absolutely amazes me that a county with a population of 161,000 has open crack houses in operation, has open street corner drug dealing in a variety of locations, and has a surge of violent crime which I can only compare with that of the major cities.

Felony drug arrests in 1988 and 1989, in Muskegon County, increased 120 percent. There was also an attendant increase in general felony arrests by 21 percent. An alarming figure is that our homicide rate from 1988 to 1989, after the introduction of crack cocaine, more than doubled, from 6 in 1988 to 13 in 1989.

One of my concerns is that not only has the homicide rate increased, but we've seen a dramatic increase in the brutality of these homicides. In the not so recent past people living in small outlying areas of my county felt relatively safe in their homes. Crack cocaine has changed that dramatically.

In 1989 one of the first cases that I handled was the double murder of an elderly couple living in a small community of approximately 1,000 people, who felt very safe in their apartment building. A crack cocaine user had entered the home, and brutally stabbed them each over 30 times. Over 30 neighbors watched this—or heard this going on, and it is only reminiscent of the Kitty Genovese case in New York City, in which no one called the police. The bodies were discovered 2 days later.

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[1] See p. 186 for Mr. Tague's prepared statement.

We have public housing projects in Muskegon County. There is drastic and open crack cocaine trafficking there. The brutality of the murders across the board is very similar to the example indicated in the Roosevelt Park murder case.

One of my biggest concerns is the type of drug dealing that I'm sure not only hits Michigan, but has hit the Nation. In my county I have seen an amazing influx of Detroit drug dealers. From September of 1988 until the present—35.3 percent of all felony drug arrests were of Detroit drug dealers plying their trade in my county.

A small county such as my own is not equipped, in law enforcement personnel or jail and court facilities, to be prosecuting major city drug dealers on a consistent basis. The law enforcement response of my community has been a very aggressive and innovative response.

As I indicated, in 1989 our felony drug arrests were up 120 percent. But I think that it's critical that law enforcement provide continual innovative means to address the drug problem that we're facing.

I have a very similar program as that indicated by the Commander of the Detroit narcotics unit; buy-bust search warrants. We're making a very visible presence, which I think is important to the safety of the community, so that drug dealers realize they are not free to openly deal right on their street corner.

Muskegon county was also the first county in Michigan to charge a mother with delivering a crack cocaine baby. I saw a dramatic increase in the number of children being born in Muskegon County, with crack cocaine in their systems. Nationwide, in 1988, 375,000 children were born with some type of controlled substance in their system. I had not seen anyone else take on this task and I said someone has to do something. We cannot sit back and allow this to go on while addictive children are being born.

I sent one message with that prosecution, and that was for mothers to get help. If you have a problem, get treatment.

The role of the prosecutor has expanded dramatically. As a prosecutor I'm working very closely with one of our local hospitals in setting up a rehabilitation center directed solely at crack cocaine mothers.

I think the role of the prosecutor has become expanded to the point that we have to deal not only with criminal justice issues, but with a variety of social issues such as a shortage of treatment centers.

Muskegan county is one of the first that I'm aware of in the state, to extradite an out-of-state drug dealer, who has never set foot in the county, but who was delivering over $1 million of powdered cocaine, on an annual basis, for the last 4 years, in my county. I am now extraditing him from California to face criminal charges and seizing assets up to $1 million in businesses and homes that he has.

And I'm also sending the message that no one is immune. As I indicated previously, we had a prescription drug problem in my county and we successfully prosecuted a doctor for prescribing prescription drugs on an illegal basis. Just to give you an example, in addition to the millions of pills that were put on the street 275 gallons of Tussend cough syrup was distributed by this one doctor in 1988. According to an audit by the Michigan Department of Licensing and Regulation, as well as the Drug Enforcement Administration, there was more of this prescription cough syrup on the streets of Muskegon County than Chicago, New York, St. Louis and Seattle combined.

That was the drug problem that I was confronting before crack cocaine entered my streets. That type of abuse has now shifted to crack cocaine.

Senator NUNN. What kind of drug is contained in that?

Mr. TAGUE. That would be a codeine base cough syrup. That was just one example of a variety of T's and Blues and other types of prescription drugs that are commonly sold on the streets that were distributed by this doctor, out of his office, and evidently in a manner in which he felt that law enforcement would not crack down on.

I would also point out it's been asked several times whether or not there has been ice introduced. Muskegon County is also the first area in the State that I'm aware of that has successfully prosecuted a woman for selling ice to an undercover police officer.

In addition to working with Federal authorities, we were able to set up a reverse sting operation in which that woman purchased materials in an attempt to set up an ice laboratory in a small rural area of my county.

I talked to experts in Washington, D.C., and Detroit, and to my knowledge this is one of the first time, in the Midwest, that an attempt had been made to set up an ice laboratory. It had been limited to the West Coast, to my knowledge, but I think it points out the fact that these types of drugs are not always being introduced in the major cities. We're facing the same type of activity in counties as small as a population of 161,000 people.

To combat these tremendous and diverse drug problems that we have, there are two teams operating in my jurisdiction, the Michigan State Police regional unit entitled WEMET with 17 officers and a sheriff's department unit which I was instrumental in forming, the TNT unit (tactical narcotics team)—which has two officers on it. However, I remain dramatically short of officers on the street, trying to fight off not only the local drug dealers but the Detroit drug dealers who are attempting to take over our neighborhoods.

My public is so very concerned. I have gone out to personally address these issues to every governmental entity within the last few years, and on an annual basis have raised an additional $100,000 to purchase more police manpower on the streets. That's how concerned the governmental entities are about the drug problem in Muskegon County.

I see only one answer in my county because of the open drug dealing.

To be honest with you, as a human being I'm alarmed at how the drug dealers are attempting to take over my county. I'm alarmed, as a human being, to think that we are on the brink of disaster. With the lack of manpower we cannot keep up with the number of Detroit drug dealers being sent to the community. These organizations with their large amounts of crack cocaine, beepers, cellular telephones, and the radio equipment are better equipped than the police officers in my county. It's an unbelievable problem and a task, which I have taken on because I see it taking over my community. We cannot give up.

As part of the overall solution, I realize the importance of education. We've talked about education here today. I set up a six point program in my county dealing with education. One was a drug control hotline entitled "72-CRACK". We've received hundreds of calls on that because of education and community involvement.

We have distributed anti-drug decals similar to a neighborhood watch program, in which people can put them on their windows and on their cars. It points out to the drug dealers that this is a drug free community where drug dealers are not welcome.

I have tried to send a strong message by increasing enforcement activity. Also road signs have been displayed throughout my county, such as I have brought with me today. One hundred of these signs were distributed, around Muskegon county sending a clear message, that no one is going to deal drugs in my county and not end up going to jail.

This has given rise to a dramatic increase in public awareness of the local drug problem. I have seen a dramatic increase in the assistance of my citizens after this program began.

I have also been personally involved in drug education in the schools. I have addressed thousands of students on my own time, both during the day and in the evening, because I see the prosecutor's job as not only—any longer—walking into the courtroom and convicting someone and sending them to prison. I see it as just as important for me to go into the schools and try delivering the message.

We're in the process of attempting to get the DARE program in Muskegon County, but have not yet been successful. I have also been involved in fund raising activity for education. We were speaking about our youth and how we can make a difference. One part of this program was to get the youth involved in anti drug activities. We held a high school dance in which I, as prosecutor of the county, was the sponsor.

I know, 15 years ago, when I went to high school, if a prosecutor sponsored a dance no one would have shown up. But because of my activities in the high schools we had the biggest turnout ever, according to the arena manager. The dance was entitled, the "Nope to Dope Dance." Seventy-five percent of the high schools in the county participated. We raised over $7 thousand for drug education materials.

I think that our youth are on the road to being drug free and with a new attitude. I've been invited by almost every school district in my county to speak, which I think would have been unheard of 20 years ago, for a prosecutor to be invited.

Unfortunately, despite these efforts, I do see our system in crisis. Last year, in 1989, our courts were trying only criminal cases, because the docket was so full with criminal trials that they no longer had time to try civil matters.

Our jail has been overcrowded for the last 10 years. This problem has not been adequately addressed, so that over 81 prisoners had to be released. Interestingly enough we had approximately 250 felony drug arrests last year. Our jail capacity is approximately 225. That means I could fill my county jail, with people awaiting trial or being sentenced, just with drug offenders. And the lack of police manpower, which I mentioned earlier, is obviously a main concern.

As far as my recommendations to this Committee, I have outlined the problems which are actually—occurring in Muskegon County coming from a big city like New York, I was shocked to find that a medium sized county in a Midwest State could have a drug problem of the same magnitude.

I am fully behind education and treatment programs, which have been offered to raise a drug free generation. I certainly hope that that will accomplish the efforts in the long range.

But in the meantime I feel that we are confronting a crisis every single day. Every single day when I go in to work and see the police outmanned by the drug dealers, see prisoners being released from our county jail on a regular basis, go on drug raids and see that the police have less technology guns, money and whatever else it takes—I am very alarmed.

I feel that we, as a country, must address not only the future achievement and education, but also deal with the fact that many of our neighborhoods are being taken over by drug dealers, and when I say that I mean literally being taken over. I accompany my police officers on the majority of drug raids in my county and I can assure you that there are many neighborhoods that I am very concerned about.

If something is not done immediately, those neighborhoods will no longer be available for decent law abiding citizens to live in. What amazes me is that this type of activity is occurring not only in Detroit, but also in Muskegon County.

If I could give one immediate recommendation, it is that I need help. I need officers on the street. I cannot allow my streets to be taken over by the drug dealers without an immediate response—and that could very well happen in the very near future.

I appreciate the opportunity to be here, because this issue is one that I am very emotional about, because I see the results of it every day. I've seen the crack babies, I've seen the children in the homes when we conduct the drug raids. Not only is our society, my generation, your generation as a whole being punished, but the children in our communities are becoming the continual victims of drug use and abuse.

Thank you.

Senator NUNN. Thank you, Mr. Tague.

Senator Cohen?

Senator COHEN. Sheriff Olson, I've noticed that the crime rate in Calhoun County has risen at about twice the rate for the State of Michigan, itself, and about three times the rate of the national level. What do you attribute this to?

Mr. OLSON. I think there's a couple of factors that enter into it. And in the material I supplied to the committee earlier, I'd spoke to the demographics of the county.

We've had two cities in the county, Battle Creek on the West, Albion on the east, that have lost major employers, factory blue collar jobs that people graduating from high school—or, not making it through high school, but with a minimum level of skills could work in to. Foundry jobs in Albion, foundry and manufacturing jobs in Battle Creek.

I think that as a result of the unemployment problems that we are facing we wind up with people who, absent any other means of legal income, have turned to a life of crime.

Senator COHEN. What about juvenile crime? Have you seen a corresponding increase in juvenile crime?

Mr. OLSON. Yes, and in the material I supplied to you there is reference to that. We are seeing a major increase, not only in juvenile crime, but in juvenile violent crime. And it's imported. It's imported from the Detroit area and it's directly related to drugs.

Last year we had approximately one drive by shooting, or a drug related shooting a month, a remarkable increase from what we didn't experience previously.

Senator COHEN. I was going to ask you about what programs you would recommend?

Director Brown, you talked about finding alternatives for nonviolent offenders? I'm not sure who would fall in that category. Senator Levin mentioned the situation of people going by and selling crack on the street, and it's ignored because you have no place to put them. Now I suppose that's a nonviolent crime, but in fact it leads directly to violence at some other point.

So that would be a case of, "let's not put that particular person in jail or prison, it's a nonviolent crime." Therefore, we've got to find some options.

One of the options—Senator Levin had a hearing on this in Washington a couple of weeks ago—is boot camps, or shock camps. Do either of you suggest that that is one of the viable options we might pursue, in terms of putting people into boot camps as opposed to prisons?

Let me put it this way: What are you suggesting by way of non imprisonment programs?

Mr. BROWN. Let me answer your last question first, then I'll speak to boot camps.

When I talk about other alternatives I'm talking about something that's meaningful. We hear, as an alternative, today, courts sentencing people to 100 hours of community service.

Well, I don't consider myself all that active in my community. I do some things with some youth agencies, but I put in 100 hours easily in 90 days. It's hard for me to look at that as punishment for somebody when I do it myself and I have not knowingly violated any laws—at least I haven't been convicted of it.

We've got to do some things that make more sense, and that the rest of us can see as punishment. If it's going to be community service, let's talk about a couple of thousand hours of community service. That's only a one year sentence. Those of us who work full-time are expected to account for 2080 hours a year. Most of us have a couple of weeks of vacation of some sort, at least.

So, if you talk about 2,000 hours of community service, then we're talking about something. And I think the public can begin to look on those kinds of sentences as some punishment.

On the matter of boot camp, we have a 120 bed boot camp in Michigan. And I don't think it takes a back seat to any similar program in the Country, as I talk to my colleagues around the Country and as I have visited other boot camp programs.

We're expanding—a substantial expansion within the next year because—if for no other reason, it saves us prison beds. But it also is going to work for some people. Won't work for everybody, and that's what I'm afraid of. I'm afraid that people observe the program and they think it'll work for everybody. It won't work for everybody, just like no correctional program will work for everybody.

It's another program that we need to put in place. We need to use it, use it, use it, just like anything else.

While I'm talking let me mention the need for the rehabilitation, the treatment resources.

Governor Jim Blanchard spoke with me and said, "Bob, we've got to do something about the people in your halfway houses," because we have a considerable number of people in the halfway houses; about 2,500–2,600 right now.

These are people who—Prosecutor Marlinga mentioned—coming out of prison up to 2 years early, nonassaultive offenders.

The Governor said put in place a policy that, as you find people with dirty urines, in your testing program, mandate them be returned to prison, despite the lack of space.

We have a policy now that the first dirty urine, mandatory outpatient drug treatment. The second one—and they're tested every other week—the second one, mandatory inpatient treatment. The third one, you go back to prison.

And our problem is that the resources, the treatment programs aren't there. Now if we can provide the resources there are folks out there that will develop the program. There's someone out there that will develop the program.

If I could get the resources and know—some indication of meaningful programs in the treatment area, then we could designate and dedicate a couple of institutions towards people who need drug and substance abuse treatment.

We build prisons, we build prisons, we build prisons. We thought we could build enough. We opened, in 1989, as an example, we opened a new prison every 8 to 9 weeks. And we intend to open a new prison every 8 to 9 weeks in 1990. I gave you the figure of what we've done in the last five years.

Every week the shortage gets worse. Every week the shortage gets worse, so that we're projecting that by the end of 1992 we're going to be 16,000 thousand beds short.

We can do it. We can lick this thing with education. We gotta take care of what's out there now. I'm not saying we don't need money for enforcement and all of the other things. We've got to take care of that. But we've lost the game in that area.

We did it with education with tobacco, despite subsidizing the tobacco people all at the same time. We've got people, we've got youngsters now and we've got a generation that's coming along now that is not going to smoke like the rest of us smoked.

We did it in Michigan with littering. And I used to drive down the highway as a teenage, in my early 20's, and think, "we'll never get these highways cleaned up." And there would be signs up, "$100 fine for littering." We've done it. We've done it. There's still a few scraps of paper out there, but through education we've done it, and I think we can do it with drugs, too.

Senator COHEN. Mr. Olson?

Mr. OLSON. Senator Cohen, in response to your earlier question on juveniles, I refused to accept juveniles when I took over as sheriff in 1979—into the county jail. In the last year and a half I've had as many as five at a time, all for violent crime.

What we're seeing, and what we have seen in the county jails is a change in the demographics. Our jail population is no longer 50 percent convicted, 50 percent awaiting trial. In my jail it is now 18 percent of the inmates that are actually serving sentence. The remainder are pretrial offenders awaiting their court date.

We are seeing a change from a balance of nonviolent and violent offenders that included the misdemeanant offender, the drunk driver, the non property—or the property offense crimes such as malicious destruction and other misdemeanants that balanced out our population, to the point where everything that is coming into the jail today, as a result of the overcrowdings and as a result of the drug prices in this state is violent crime associated.

As I said, it's getting down into the juveniles. Over 1,100 hundred cases were filed in juvenile court in Calhoun County last year.

And speaking to the "shock camp," I think that that is a viable alternative, but it has got to be available to the offenders that are coming into the system early on and not to the repeat offender that's been through the local system —maybe the first time into the state system, but coming into county system—that first offense.

Senator COHEN. I'm going to yield to Senator Levin here. My own reaction to the shock camps is we've got the emphasis all wrong. We've made these very very tough in terms of the discipline, the determination to stay in the program. And then once they're released from the boot camp we follow them like flypaper and the moment they make any kind of mistake they're back.

It's much easier—what's happening—is the extent of this is don't go to the boot camp, stay in prison. When you got out you're out. There's no one to oversee your activities and therefore it's a much better deal. I think you've got to turn it around and make the penalty much tougher on those who go to prison and give a greater incentive for those who go to boot camp.

Senator NUNN. Senator Levin?

Senator LEVIN. Thank you, Mr. Chairman.

Senator Cohen raised the question of boot camps, which the Subcommittee which I chair, and he's the ranking member, had hearings in this in Lansing, as you know, Director Brown; and in Washington. We had hearings in both places.

Basically we got a lot of positive testimony at both. And I would have to agree with you, Sheriff, for their usefulness being for young people who have an incentive to succeed there if they face a much greater prison sentence. They've got to have that incentive, as Senator Cohen has mentioned, as one way where you could "deincentivize" if they're going to have a tougher time after they get out on probation or on parole than will somebody who's getting out of prison on parole.

It can't be tougher following boot camp on parole than it is following prison, or else the incentive isn't there to succeed in boot camp.

But there are a number of boot camps in this Country that are working, including ours in Michigan, Camp Sauble. We showed that film in Washington about Camp Sauble.

We are expanding our boot camp. And I talked to Senator Nunn, who, like Senator Cohen and I—is on the Armed Services Committee. And I think I can say safely that we're all interested in expanding the potential use of surplus Federal facilities, such as closed military installations, for boot camps.

Senator NUNN. I would say I agree with that. I think we've got to find ways to deal with the present problems. And as you've described here today we're being overrun, and if we don't find those ways we gonna have a very hard time over all dealing with the criminal justice system that is on the verge of breaking down.

I said, somewhat facetious, the other day, that if the defense attorneys all got together and decided they were going to go to jury trial on 5 or 10 percent more of their cases right now, the whole system would collapse. We just cannot accommodate the load that's there.

So, Senator Levin, your suggestion about the military bases is one our Committee is going to be very much involved in and I'll be working with you on that one very closely, you and Senator Cohen.

We also have the General Accounting Office looking at the Federal surplus properties, including but not limited to military bases.

Senator LEVIN. Thank you.

Sheriff Olson, on the DARE program, you're a supporter of it, I gather?

Mr. OLSON. Yes, I am, Senator Levin.

Senator LEVIN. We heard, though, from Prosecutor Tague, there is no funding available yet in Muskegon County for that program, is that correct?

Mr. TAGUE. There is grant money available this year, which we have been actively pursuing in our attempt to institute a DARE program there.

Senator LEVIN. So you're hoping to begin a program?

Mr. TAGUE. Yes.

Senator LEVIN. The Senate did recently authorize some funding specifically for that type of program, DARE, which is working very well; and other programs.

Macomb's got a program similar to DARE, which is working well. We have about 20 percent of our 5th and 6th graders in Michigan who have the DARE program. That's all. And we're a state that has a good exposure to the DARE program. It's based mainly on local efforts. Some State funding. The State has been supportive of the DARE program to the extent that it can be. But we're still seeing about 80 percent of our 5th and 6th graders without the DARE programs.

I'm glad there's kind of a universal support for that program. And again, I've sat in those classrooms for DARE programs and programs similar to DARE, and I'm absolutely convinced that there is a connection which is working there, with a very positive spinoff. And I'm glad that there is a lot of support here for it.

Let me just ask a couple of quick questions—because of the hour.

First, let me ask you, Mr. Marlinga—I'll call you Mr. Marlinga, which is kind of hard to do for all of you, because I know you by first names.

Mr. MARLINGA. Yes, Senator.

Senator LEVIN. We'll do that to keep the record straight.

You indicate that 10 percent of the drug abusers who are seeking help are able to get it in Macomb County. At another point you said 10 percent of the drug users who need help are getting it.

Is it those who are seeking it?

Mr. MARLINGA. No, no. The information given to me is that 10 percent of the people who need help are getting it. So presumably, those who are seeking help, there would be a higher percentage.

Senator LEVIN. Because there is a waiting list nonetheless?

Mr. MARLINGA. There are waiting lists. The 6 to 8 week waiting list is conservative. Somebody quoted me a figure of 6 months, but I wasn't able to corroborate that, but 2 months is bad enough.

Senator LEVIN. Now in both Muskegon and Calhoun counties there are drug enforcement teams, is that correct?

Mr. TAGUE. Yes.

Senator LEVIN. And in both instances money comes from the State to support those teams that are coordinated teams. State Police officers are part of those teams, is that correct?

Mr. TAGUE. That's correct.

Mr. OLSON. Not totally. Our team in Calhoun County is, but we recently expanded the concept with an infusion of local resources. We went out and got money and manpower to expand the concept without Federal dollars being passed through the State——

Senator LEVIN [interposing]. There are some funds funneled through the State—that are Federal Funds——

Mr. OLSON [continuing]. There are also Federal funds funneled through the State.

Senator LEVIN. Now there's been some places in the State—some opposition to that, feeling that the money should go directly to the community.

Do you think the system of requiring coordination with the State Police involved is worthwhile, or would you rather see that money bypass the State and just come directly to the community, Sheriff?

Mr. OLSON. If I could respond to that, Senator Levin? I believe that in our case, at least, SWET, Southwest Enforcement Team, has spoken to the successful nature of a cooperative effort.

I think that, number one, you're not duplicating resources. I definitely believe that there is a need in the inner cities for a localized effort, and the possibility of crack enforcement teams that are targeting just that particular item.

But I believe that in the long run no particular local agency or county entity has the resources—and I'm talking the equipment, the manpower or the money that is necessary to dedicate to that kind of an ongoing investigation. It's got to be a cooperative effort.

Senator LEVIN. Mr. Tague?

Mr. TAGUE. I would differ slightly. I agree wholeheartedly with the fact that the regional team administered by the State could be effective and very useful in my county.

However on the other hand there are day to day problems and particularly lower level drug dealings that have to be addressed on a regular basis in order for the citizens to feel their neighborhoods are safe.

I would like to see the availability of the Federal funds to be utilized by local officials if the proper guidelines were submitted by a local county for a local team. I think that it would be just as effective to have some monies available for the continued operation of the regional units, but allow counties that submit a proper program under local guidelines to also have that money available.

I think that that speaks for the point of view of a variety of counties. I've spoken to a lot of sheriffs across the state and that seems to be a very generalized feeling.

Senator LEVIN. Do you have any comments on that, Mr. Marlinga?

Mr. MARLINGA. Yes, I do, only that if you took a look at the map of Michigan and did an overlay of these concept teams—COMET in my county; SWET; UPSET—of the 83 Michigan counties I think 80 of the 83 are covered. So it is an effective and efficient way to funnel money back.

And all of these concept units, and that's their name, concept units, have a State Police official in an operational command type of structure, but they are set up by having all of the individual localities in those counties send representatives. So every police force, every community is represented in these concept teams. So I think it makes sense in terms of funnelling money.

Senator LEVIN. Let me thank all of you, not just for your testimony, but for the work that you do out there in the field. I know each of you and you make a tremendous contribution and we appreciate it, we're in your debt.

Senator NUNN. Thank you all for being here. It's been very helpful to us, and again I hope you will continue to give us the benefit of your views as we move through this process.

This Subcommittee has been involved for a long time and we'll be continuing to be involved. So anytime you have ideas and thoughts we'd welcome them.

Thank you very much.

Let me just make a brief announcement. We've had several members of the news media ask if we'd be available and we will be available for a few minutes right after this hearing, the three senators, Senator Levin, Senator Cohen and myself, to all members of the news media that are interested.

In our fourth and last panel of the day, we will hear from two witnesses who will offer some suggestions for new approaches to the drug epidemic that threatens many of Michigan's and our Nation's cities.

Mr. Rolando Shorey is the director of Diversified Youth Services here in Detroit, which provides residential treatment, counseling and other programs to troubled youth and juveniles.

Mr. Shorey will discuss what more can be done to help children before they become new statistics for our criminal justice system.

In addition we will hear from Chief Alex Perez of the Saginaw Police Department.

Chief Perez will offer another alternative approach to the cycle of despair that drugs and violence have visited upon many of our urban neighborhoods. His proposal for an integrated city action plan combines increased police enforcement with enhanced city services and economic development for a coordinated attempt to retake the neighborhoods from the drug traffickers.

Gentlemen, we thank you both for being here and we'll give you the oath before you start your testimony.

[Witnesses were thereupon duly sworn in by the Chairman.]

Senator NUNN. Thank you. Mr. Shorey, we'll start with you and then we'll go to Mr. Perez.

ROLANDO H. SHOREY, EXECUTIVE DIRECTOR, DIVERSIFIED YOUTH SERVICES INC., DETROIT, MI [1]

Mr. SHOREY. Thank you, Senator Nunn. I was on the recommendations page. I didn't know how much time I had.

Senator NUNN. Well, we have read your whole testimony, both of your testimony, and we will have them both part of the record, and we will appreciate if you could summarize, but we don't want to cut you off. You go ahead and tell us what you think you need to get before us today.

Mr. SHOREY. I'm pleased to have the opportunity to speak to you this morning on the impact of drug abuse and drug related crime on the criminal justice system.

You are all aware, as your presence indicates, that our Nation is in serious trouble. Let's call it a crisis, a crisis precipitated by the continued proliferation of drug use and drug abuse by all sectors of the community; particularly kids and the correlation of that drug use to the demonstrative escalation of juvenile delinquency.

Drug use and crime has ripped deep into the fiber of our society and threatens the future and the social cohesion of America.

The impact of drug abuse and drug related crime on juvenile justice systems can be seen by the increase in number of offenses which are drug related. The impact can also be seen the consistent overcrowding of youth detention and lock up facilities.

The juvenile justice system is bursting at the seams. Our traditional ways of mending and patchwork solutions have not proven effective in repairing this social fabric. And predictably we are not in control, but rather being controlled by the impact of kids, drugs and crime.

As you do have this testimony I'd like to just highlight a couple of other pieces here. And one I'd like to be clear on, that this is not a problem with our kids alone, but the problem is in all sectors of our society. Drugs has no respect for race, gender or social standing, as we've heard this morning.

Frankly the kids are only mirroring the symptoms of a societal problem, and as tradition would have it we do see a disproportionately high representation of blacks and poor people in the criminal and juvenile justice system due to drug connections, particularly black males.

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[1] See p. 225 for Mr. Shorey's prepared statement.

Recently, in The Detroit Free Press, a study showed that over 600,000 black males are incarcerated nationally, between the ages of 20 and 29, which are the most productive years in terms. It's devastating. I'm not going to quote a lot of "stats," but there are many stats to quote. But I will share with you a couple of real situations that are ongoing today.

I'd like to share with you a very vivid example of one kid's struggle with drugs and crime. We'll call him Bill. Bill was referred to diversified youth services from a psychiatric hospital. However to hear Bill's story it's amazing that his referral was not from the juvenile justice system, because of the numerous incidents he had in the criminal sector.

His basic issue was that he wanted to be paid and live like the people in the suburbs. This was an inner city kid. He said he didn't want to get dirty. He was involved in selling crack. Bill idolized the "dope man." The lure of cash and fast money was too much for Bill to give up.

This is what we were faced with when providing correctional treatment. When kids come in wearing $170 gym shoes, and your treatment philosophy and approach is to teach them about standards and minimum wage; it doesn't work. It seems to be a losing battle. We've got to begin to be more creative and realistic about our approach to working with children and their families.

Root causes in Detroit are many; a city that has lost a million people in the last 30 years; an economic base that's been literally devastated; high tech job and a low skill work force and yet we have hope.

We live in daily climate of fear. I am a resident of Detroit, was born and raised in River Rouge, Mich. and I am part of the move that is trying to take back the community.

My first job out of undergraduate school was with the Office of Economic Opportunity, and I'm still trying to figure out where we lost it, because the intent was to empower communities for self determination. And we've gotten away from that. [Applause.]

My recommendations, on the last page, talk about, first and foremost, one of the solutions is to "re-prioritize" families in America. America was built on families, it has been our strength, and we've allowed it to erode. I have numbers here, that would devastate us, about the various constellations of families, single family, significant others, the whole "spiel."

But in 1990, going into the year 2000, we'll have to redefine the structure of family, but families have to be, has to be the focal point. We all come from them.

My second recommendation to you is to support "Title 20." Senator Levin, I was in your office 2 weeks ago with my little green sheet from the federation supporting this.

But I think "Title 20", for those of us in the treatment field—which is funneled through the State Department of Social Services, specifically the office of children and youth services in Michigan—allows them flexibility for us to support programs in family preservation, family reunification, to approach the devastating level of abuse and neglect that is happening, and also the highlight that in the State of Michigan we're part of the network called "Families First", which is identified and funded in 18 counties. And we work with high risk families with the intent to decrease removal of children from their families.

My organization runs residential treatment programs, and I am one to tell you that I think it's the most unnatural environment you can ever have. To take children away from their families and stick them in a home with aliens, with people they don't know, on a rotating shift—three shifts, 24 hours a day—and expect them to normalize, is absurd. But that's one of the alternatives we offer.

The State has also been very instrumental in pushing a juvenile justice alternatives task force that has come from the legislation that has presented 17 recommendations for alternatives to institutionalization which is not the way.

Michigan is in the forefront in de-institutionalizing mental health facilities. I hope we move into the forefront in de-institutionalizing—more criminal justice and training school facilities for kids as well.

We, at Diversified Youth Services, are also recipients for a grant from the Rand Corporation, through the Skillman Foundation, that is working on the transition of kids from the training schools—the two here in Michigan that we're working with, Maxey and Adrian.

Our intent is to start—and we start working with these families—kids—about three months prior to release, to facilitate transition back into the community.

The kids we get primarily out of the training schools have committed some real heinous crimes and it's not always feasible to reintegrate them into a community. So we look at some other alternatives like independent living.

We are also, now, a part of what I think is a very innovative and risk taking venture by the State, called the "Camp Nakomos Challenge Program." And we're taking kids out of camps, after a 90 day wilderness experience venture and continuing their sentence in the community. It's similar to a house arrest, but we're providing those families with treatment and monitoring. And not electronic tethering or things that have been proposed in the adult corrections realm. We are treatment "orientated" in Michigan, and I think our results are beginning to show that.

We are visited frequently by other youth programs throughout the country, who take a look at our high intensive treatment model, because these are the kids that are going to make a difference. So this is why I support "Title 20".

Finally my last recommendation for you is to support effective and adequately funded community based programs. If we're going to take back the communities it's going to be in conjunction with all the things we've heard here this morning, including those neighborhood organizations that will be given resources to organize.

People do not like living in fear. People's first priority is not to buy gates and bars for their windows when they want to live a decent life. But folks are frustrated and don't know what an alternative would look like if it fell on the front step.

Last summer we saw neighbors take into their own hands the destruction of abandoned homes in the city. Neighbors didn't give a damn about process. They wanted those houses down.

We had a nationally recognized case where two men burned a suspected crack home. I'm not going to advocate that, but I'm going to say if we don't have alternatives for these communities we're going to see some bizarre reactionary trends of people taking things into their own hands.

My last comment is to say I'm in this and I'm knee deep in it because I have a personal experience. I had a 27-yeard-old brother, who was a Vietnam veteran, who killed himself in the Battle Creek Veterans Administration Hospital in 1981. And I've dedicated my life to working against the proliferation of drugs and the impact that it has on our children and their families.

Thank you. [Applause.]

Senator NUNN. Thank you very much.

I would just say I think your identification that family is the number one problem that lies behind an awful lot of our other social problems, including drugs, but including others, is right on the mark. And I think that this whole focus on family is just beginning in our country, but the trends have been going since 1960.

Mr. SHOREY. Yes.

Senator NUNN. And it's not just in the black community or the Hispanic community, it's in the white community. It's moving in the same direction. Senator Moynihan wrote a book on it in 1960–61, 1962, and was criticized at that point in time. And if you look at statistics—where he said it was happening in the black community family, is also happening in the white community family. So we're all in it together and I think we've got to find effective ways in dealing with that.

So we appreciate, very much, your testimony.

Mr. Perez?

TESTIMONY OF ALEX G. PEREZ, CHIEF OF POLICE, SAGINAW, MI [1]

Mr. PEREZ. Mr. Chairman, members of the Subcommittee, I would like to thank you for the opportunity to appear and testify before you today.

In the interest of brevity I have scaled down my presentation at least twice. [Laughter.]

Senator NUNN. Well, we'll put your whole statement in the record without objection.

Senator LEVIN. In fact, we'll put it in twice if you want. [Laughter.]

Senator NUNN. I've already read it and I'm going to insist that Senator Levin and Senator Cohen read it.

Mr. PEREZ. Saginaw is not unlike most urban cities that you've heard about or will hear about in the future. Saginaw is suffering from the same kinds of problems that other urban cities are. We are not unique.

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[1] See p. 231 for Chief Perez' prepared statement.

We feel the impact of crack cocaine and the related violence it has fostered. Crack enforcement has drained our resources, filled our already crowded jails, burdened the judicial system and created pain and misery in our community.

We are struggling as a community to deal with the present crack epidemic. We recognize that education, prevention, treatment, rehabilitation, as well as strong parental and church involvement is required to turn the epidemic around.

The long term solution, in my view, may relieve the problem in future years. My question is: What about today and tomorrow? How long can we bleed?

The Federal strategy, well meaning as it may be, is not immediately important to the local neighborhoods where the crack wars are fought. They understand daily crack deals, crack houses, intimidation, drive by shootings, isolation, fear and despair at the system's inability to correct the problem.

The increase in drug arrests has caused an impact on the criminal justice system, which illustrates the lack of balance between all of the components in the system. We have flooded the system with increased arrests, causing the prosecutors and judges to make decisions that they wouldn't ordinarily make, because the jails are in a state of emergency, with overcrowding on a weekly basis.

The majority of cases are crack related and are of the one or two broad type. But the one that the prosecutors and judges are faced with are what to do with the one rock dealer and user?

The real tragedy of the crack epidemic, as we know it in Saginaw, is the impact on the community. This is the first time in our war on drugs that we have experienced the openness of drug sales, the youthful offenders, the brazen attitude of dealers who sell in front of marked police vehicles; the occupation of buildings and neighborhoods by drug dealers and thugs and the violence associated with the use of crack itself.

Already deteriorating neighborhoods are the most vulnerable. The few remaining residents, too poor but too old to leave, are left at the mercy of crack dealers, drive by shooting and street violence. They're forced to take refuge in their homes and hide on the floor when the shooting starts in the street.

The elderly, who are afraid to leave their homes and depend on delivered meals, run the risk of no meals. Meals on Wheels volunteers fear for their safety as well.

The last remaining thread of stability wears thin. Public housing units which once had an occupancy rate of 97 percent stands at 90 percent today and dropping. The high density of the neighborhoods of the projects make it fertile ground for crack dealers.

We're fighting the battles street by street, block by block in what appears to be a never ending drug war in the neighborhoods.

Is it effective? What are the options? At what cost? How long can we wait? Is it effective?

I ask myself these questions. These are the questions that the neighborhood residents ask me. Does the community or do the neighborhoods really care about $1 billion interdiction program on the high seas? No, I really don't think so. Their concerns are very basic and their concerns are they want to be safe in their homes, they want to be safe on the streets. They want their children to be safe, they want to be able to sleep at night and they want to be free from drive by shootings.

Local drug strategies lack comprehensive networks to address the local problem. Commonly law enforcement agencies bear the burden. Critical issue areas affecting drug ridden neighborhoods, such as empty and abandoned homes, multiple family rental units, ordinance enforcement, environment; are strangers to the war on drugs.

Any effective antidrug strategy must give priority to the local programs which target high trafficking neighborhoods and assume integration of already existing services.

What I propose for our community at the local level is what I refer to as an integrated city action plan. An action plan would identify the crack areas in the city and combine the resources of those departments having the ability to impact the quality of life.

An action plan would consolidate the energies of the fractured services of a number of city departments, police, housing, building, code enforcement, city attorney, parks and recreation, environmental; and focus on the identified area with sufficient intensity to change the environment and conditions so the crack dealers and related criminals no longer feel safe and secure.

And action team structured and motivated with a unified direction and purpose would consist of those departments and bureaus of the city working in unison after police action in a designated area.

In an example of how this might work is after the enforcement effort building and housing personnel would move forward contacting landlords and issuing violations.

City attorney would move on condemnation.

Environmentalists would address trash, abandoned cars and junk.

Crime prevention would start organizing and contacting neighborhood antidrug teams.

Fire department personnel would inspect fire violations.

Social service organizations and churches would review family conditions in the area.

The neighborhood would no longer provide a safe environment for crack dealers.

This approach does not require us to wait for external forces while we can make some positive impact on the community and the neighborhoods that are effective. I believe we control the forces to make things happen and we are the ones to stop the bleeding.

Thank you, again.

Senator NUNN. Thank you very much, Mr. Perez. You have some very interesting suggestions here.

Let me defer to Senator Levin for the first question.

Senator LEVIN. Thank you, Mr. Chairman.

Chief Perez, we visited some housing projects in Saginaw a few weeks ago and heard stories of fear—afraid—people were afraid to take on the crack dealers. You've been doing everything within your power, I know, as chief of police there, to try to see if you can't provide some kid of protection.

Is the protection of citizens who are willing to come forward and identify crack houses and crack dealers a part of your integrated city action plan?

Mr. PEREZ. Yes, it is. One of the problems that we—I say we, I think the law enforcement community has, not only locally but across the country—and that is I think we assumed that we can deal with this problem on our level. And I think what we overlooked is that there are in place a number of departments and agencies that are part of the municipal level that can be effective in helping us deal with those problems and concerns.

And unless we put those resources together to do that we're missing some very vital links in our war on drugs.

And it's clear that intimidation is part of the problem that we face when we deal with crack dealers. And in housing projects where the population is very dense it's very easy for that to occur.

You know, one of the things that we need to be conscious of, and that is that the closer we get to the problem the more concern is expressed regarding safety and fear. And the needs are very fundamental.

As you will recall, at that meeting, the folks there didn't have a great deal of understanding about a hundred billion dollars being spent in Europe as part of a defense budget. Their primary concern was safety in their neighborhoods and being able to have a car parked in their driveway without it being torched.

Senator LEVIN. Being able to walk with their kids to school, or do anything else that's fundamental and human.

Mr. PEREZ. Exactly.

Senator LEVIN. One of the things they asked for was some help in terms of a neighborhood patrol, community watch. And I asked them very directly would they be willing to participate in that if we could get them some help with radios? And they said that they would.

Do you think that there's a possibility of communities organizing, particularly projects like that, where you have that kind of density, to give themselves a little protection?

Mr. PEREZ. Since that meeting—there has been one meeting since then in terms of organizing, so I think there's a great deal of interest, at least in that situation.

And I think once the consciousness level is raised to the point, that there is some help and that someone will be there with them, I think they're willing to assume that responsibility.

Senator LEVIN. Mr. Shorey, just a couple of questions to you. First, a number of law enforcement experts tell us that juvenile offenders know that the legal system and the jails are so overwhelmed and overcrowded that they're going to be, quote, "papered", or put on probation, for just about any nonviolent offense, until perhaps the 3rd, 4th or 5th crime. Is that an accurate picture in your perspective?

Mr. SHOREY. Unquestionably it is.

Senator LEVIN. And what's the effect of that?

Mr. SHOREY. Well, it weakens the rehabilitative process, if you will. It almost makes it a joke. There is no real threat of consistent punishment for the client, if you will.

Also we're not dealing with—we have this bad—this strange notion that we're dealing with these poor, underprivileged, dumb children, you know, who may not read Chaucer or Shakespeare, but know the juvenile justice system sometimes at a better and more accurate clip than some of the staff coming out to work with them from our colleges, who are just not in tune with them.

These are survivors. We'll look at kids who will do some innovative, creative things and frown at them. But they're survivors in the environment that they're in. They have an entrepreneurial spirit. We never really deal with that.

They're managing large sums of money. If Commander Thomas was here he'd tell you: Every year the Detroit police calls us in for a summit and says, "tell us what programs are available to these kids?"

And then afterwards they tell us about the ungodly sums of money that these kids are handling on a daily basis, that we, in our professional careers, will never handle.

We're attempting to look at the marginal kid and keep them from crossing the line into criminal activity.

I think, Senator Levin, that we must push—and I've got to go on record as saying that we've gotta have a national policy on youth. We do not. [Applause.]

And I'm really quoting from a hearing that was held last summer from the Committee on Education and Labor in the House. They took a look at the Young Americans Act.

You know, we're the only industrialized civilization in the Western World that doesn't have a policy on youth, kids and family. I'd like to see it extend from the womb to the tomb, if you will—from the street vernacular—and have a policy on people from the human perspective.

But particularly my focus is on youth. We're losing them. We are losing them at a pace that is frightening. And they know it.

They're given options, and when given those options they'll choose the fast life and maybe not exceeding beyond 30, versus one of the lives that we learned.

We had options when we graduated from high school. Here, you could go to the plant, get a decent job. You could buy a house, buy a car every 3 or 4 years, you could live a normal life.

These kids don't have these options today. They're dropping out of school at a rate that is ungodly in our urban centers. It's much higher than 25 percent. In our large urban centers it's more like 49 to 50 percent dropout rate.

We're telling them that the wave of the future is high tech and we have a 22 million illiteracy population of adults in this country.

What kind of message are we sending? We're saying one thing over here and doing something entirely different over there. We're allowing billion dollar overruns of stealth bombers and I wouldn't give a damn if we never had another stealth bomber. I'd rather be able to walk to the store. [Applause.]

You know—where are our priorities? And I'm coming from the humanistic side. Are people, the kids, and families our priority in America?

The whole world looks at us as a humanistic society, but we're failing ourselves. And it's a sad commentary.

Senator LEVIN. Thank you, Mr. Shorey.

Senator Cohen?

Senator COHEN. A couple of observations, Mr. Chairman.

Listening to the testimony today I think it's clear that our criminal justice system is like the Soviet economic system, it simply doesn't work. It has totally broken down.

Theoretically the criminal justice system is supposed to achieve roughly three things. Number one, it's supposed to punish individuals who commit wrongdoing. It's supposed to deter those individuals from committing it again, and it's also supposed to satisfy another element. And that is a sense of community justice. The idea that the reason individuals don't fight back or take the law into their hands is that the courts are going to satisfy whatever blood lust or desire for vengeance that exists.

That sense of justice no longer is being satisfied, whether on an individual level or on a community level.

That is why I think your warning is one that we should take into account. Either we're going to have community action or we're going to see community rage.

I also appreciated your focus upon the family as the basic unit where values are instilled. I think it's important to talk about the family, but you can't have stable families unless you've got jobs.

This is a generalization of course, but particularly within the black community, if you don't have a job and there is no opportunity and there is no hope, there has been no sense of responsibility. Fathers leave and so you have a mother bringing up the family, she can't handle it alone.

That situation repeats itself over and over again. You then have young kids, as you've pointed out, who can make between $500 or $1,000 and a week hustling dope, as opposed to getting $5 an hour down at McDonalds. What's the choice going to be?

I also think that we are victims of science. We have become victimized by science. It's part of a new hedonism. If you don't like the television channel, here's your "clicker," turn it off. Get another one.

If you don't like your life, here's a rock. Here's a piece of the rock, and I'm not talking about Prudential.

If you don't have a pair of Air Jordan's, steal them. Or, kill for them.

It's shocking what is taking place in our streets. Kids killing other kids to get a pair sneakers or a jacket.

My final point is that there is a lot of hypocrisy on the part of all of us. Someone mentioned the fact that we have a very high rate of cancer in this country. Yet we still subsidize cigarettes.

President Bush talks about 1,000 points of light. Turn on the Sunday news broadcast and watch a football game and you get 1,000 points of Bud Light. In addition to the athletes I was talking about earlier who are trying to set forth a positive image, there are ex-athletes now promoting beer.

We've got a lot to account for if we're going to change, because it does come down to a question of values. How do we rekindle a sense of values? It's not only an issue of law enforcement, it's not only community organization. It has to be having a sense of values again, and that is going to take the entire spectrum, from the churches and the families, jobs, and so forth. That is not an easy thing to do.

I appreciate your testimony, Mr. Perez and Mr. Shorey. I don't have any questions. We have looked at your statements and they're very powerful indeed.

Senator **Nunn**. Thank you very much, Mr. Shorey, Mr. Perez.

Senator Levin, do you have any other questions?

Senator **Levin**. No, I just want to thank this Panel for their activity day by day, hour by hour. You're really out there doing what you can to take care of what society should be doing in a much more massive way and we're grateful for your being there, and being here.

Mr. **Shorey**. Thank you.

Mr. **Perez**. Thank you.

Senator **Nunn**. I echo that. We appreciate very much you being here, and our contribution.

I want to thank all of the witnesses for being here. This has been a very meaningful set of hearings. We've gotten a lot of input, a lot of good ideas, and we will certainly benefit from those.

Let me make an announcement briefly that we do have a series of statements that have been made, or will be made exhibits without objection, that have been submitted by those that were not here personally this morning.

We will leave the record open for 10 days, because some other individuals and organizations will be submitting statements for the record, that will be incorporated.

So at this point we will adjourn the hearings. And we will meet with the news media, I suppose, right here, for a few minutes—adjourning the hearing. Thank you very much.

I want to especially thank the audience for being here. We appreciate all of you being here, and your interest.

[Whereupon at 1 o'clock p.m. the Subcommittee adjourned.]

APPENDIX

United States General Accounting Office

GAO

Testimony

For Release
on Delivery
Expected at
9:00 a.m. EST
Monday
March 19, 1990
Detroit, MI

Drug Crime and The Criminal Justice System: The Situation in the State of Michigan and Cities of Detroit and Adrian

Statement of
Lowell Dodge, Director
Administration of Justice Issues

Before the
Permanent Subcommittee on Investigations
Committee on Governmental Affairs
United States Senate

DRUG CRIME AND THE CRIMINAL JUSTICE SYSTEM: THE SITUATION IN THE STATE OF MICHIGAN AND CITIES OF DETROIT AND ADRIAN

SUMMARY OF STATEMENT BY

LOWELL DODGE
DIRECTOR, ADMINISTRATION OF JUSTICE ISSUES
U.S. GENERAL ACCOUNTING OFFICE

The Senate Permanent Subcommittee on Investigations asked that we assess drug crime and its impacts on criminal justice systems, noting the steps state and local officials are currently taking to address the problem, and identifying policy options. Today's testimony presents preliminary findings; we plan to address policy options in our final report.

Arrests for drug crime in the Detroit metropolitan area reached almost 11,000 in 1988, up 156% over 1985. In Adrian, Michigan the comparable increase is 133%. Statewide, Michigan drug crime arrests reached 27,000 in 1988, up 70% over 1985.

These increases in drug arrests increase the workload faced by prosecutors, courts, jails, prisons, probation and parole programs as well as treatment programs. Because jail and prison capacities cannot be expanded overnight, these facilities have become more overcrowded.

Most notably, in Wayne County itself, where the jails hold accused felons from Detroit and its environs awaiting trial, the overcrowding has become the subject of a court order. To maintain compliance with the order, jail officials find it necessary to release accused felons on a weekly basis. In a recent five month period, 900 inmates, mostly felons, have been released under this practice. Wayne County jails have not had room for misdemeanants since 1984. At the state level, half of Michigan's prisons are over their rated capacity.

Not surprisingly, Michigan jurisdictions have responded with a range of programs to cope with these burdens. Under a pre-trial diversion program, offenders deemed unlikely to repeat their offenses are offered probation. To conserve resources, those who commit offenses on probation are processed as probation violators, rather than prosecuted for the actual offense.

Similarly, alternatives to prison, including community service, boot camps, tethering by electronic device to enforce home confinement, and half-way houses, have seen development and growth in Michigan.

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to discuss our work on the problems associated with drug crime and state and local criminal justice systems. Mr. Chairman, you asked that we initiate a study that:

- -- describes the drug problem,
- -- shows what local enforcement officials are doing to address the problem,
- -- examines the impact of drug crime on the justice system, and
- -- identifies policy options, including policies recommended in the National Drug Strategy, for local criminal justice systems.

My testimony presents preliminary results from that work. Today we will focus on data concerning the State of Michigan and the cities of Detroit and Adrian. We expect to complete our final report, including discussing policy options, over the next several months.

My remarks today are based on information we obtained from federal, state, and local law enforcement agencies and offices. We have collected and assessed information on drug crime in Michigan and in the cities of Detroit and Adrian and how these jurisdictions' criminal justice systems have responded.

Before I proceed, I would like to note that when I refer to drug crime, I am referring to arrests for violations of the narcotics laws. Everyone who reads the newspapers knows that a wide variety of violent and property crime including murders, robberies, and assaults are associated with drug trafficking and drug use. However, the crime statistics do not distinguish between, say, a robbery committed to support a drug habit and a robbery committed for a reason unrelated to drugs, making it impossible to get a direct measure of crime that is drug-related. Thus, because we do not include "drug related" crimes, the picture I am about to present is incomplete and most likely understated.

Our work to date shows that arrests for drug crime is a serious problem nationally, in Michigan, in Detroit, and in Adrian. Similarly, there is serious overloading in the Michigan criminal justice systems, particularly in the courts and prisons facilities. Between 1985 and 1988 narcotics arrests have increased about 70 percent in Michigan, 156 percent in Detroit, and 133 percent in Adrian. Michigan officials have responded to increased arrests and convictions by building more prisons and making greater use of special programs such as boot camps, community correctional centers, and more community service.

NATIONAL PERSPECTIVE ON DRUG CRIME

Data on the drug problem in the United States and Michigan show that drug activity and drug arrests are a significant and increasing portion of crime. The extent of the problem can be seen in the following indicators:

- According to the National Institute on Drug Abuse, nationally, drug related emergency room admissions increased by 121 percent between 1985 and 1988.
- During fiscal year 1988, Federal law enforcement officials seized an estimated 198,000 pounds of cocaine, up 41 percent from 1987.
- A December 1989, Drug Use Forecasting Report covering 16 major cities, including Detroit, shows that between 56 and 84 percent of male arrestees tested positive for one or more drugs. Similarly, between 58 and 88 percent of female arrestees tested positive.
- According to data presented in the September 1989 National Drug Control Strategy, about three-fourths of all robberies and half of all felony assaults committed by young people today involve drug users.
- FBI data show that between 1979 and 1988 combined nationwide arrests for drug abuse violations increased 89.9 percent, rising from 394,632 to 749,468, while burglary, rape, larceny and motor vehicle theft, robbery, aggravated assault, and murder rose about 14 percent.
- The Judicial Conference, which governs the U.S. courts, reported that federal drug cases have nearly quadrupled from 1980 to 1989, while non-drug related cases have increased only 33 percent.

-- A 1989 Bureau of Justice Statistics bulletin showed that between 1979 and 1986 there was 90 percent increase in prisoners in state prisons who had been actively involved in drugs, either as users or by conviction for a drug offense.

As you can see, Mr. Chairman, the drug picture nationally is not encouraging. Now let me move to our information on Michigan.

DRUG CRIME IN MICHIGAN

Michigan drug crime data reflects the same trends as drug crime data nationally. In Michigan, while arrests for serious non-drug crimes increased 11 percent from 73,048 in 1985 to 81,372 in 1988, during this same period arrests for narcotics law violations increased from 15,942 to 27,154 or 70 percent.[1] (See attachment I.) According to a January 1990 report published by Michigan's Office of Criminal Justice, cocaine is the number one illegal drug in Michigan. The crack form in particular, continues to be an increasingly serious problem.

The state's narcotics enforcement efforts have been performed primarily by cooperative drug teams organized by the Michigan State Police. The typical team consists of state, city, and county police, and prosecutors. Michigan's first cooperative drug team was organized in 1970. Today, there are eighteen cooperative drug teams throughout the state covering 53 of Michigan's 83 counties, including Wayne County. In the near future, according to a Michigan State Police official, cooperative drug teams will be instituted for 15 to 20 additional counties. These teams carry out local street level investigations as well as interdiction efforts.

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[1] The FBI refers to serious non-drug crimes as Part 1 offenses which include murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson.

The Department of State Police's budget for drug teams for fiscal year 1990 is approximately $7.8 million. This represents a $2.3 million or 42 percent increase over the $5.5 million budgeted in 1987. In fiscal year 1989 Michigan had 110 full-time narcotics enforcement officers on the drug teams. This is an increase of 6 officers or 5 percent over 1988.

DRUG CRIME IN DETROIT

In Detroit, drug arrests are climbing dramatically. Arrests for serious non-drug crimes rose from 19,418 to 22,564 (16 percent) from 1985 to 1988. During the same years, narcotics law arrests increased from 4,285 to 10,959 (156 percent). (See attachment II.) As in the State as a whole, Detroit city officials also report cocaine as the number one illegal drug.

One indicator of the prevalence of illegal drug abuse is its effect on babies. As of last July in Detroit, 39 percent of the children born at Hutzel Hospital tested positive for exposure to cocaine or heroin.

Narcotics investigations in Detroit are conducted by narcotic division officers of the Detroit Police Department. The narcotics unit is also part of a task force with the Drug Enforcement Administration that targets high level drug conspiracies. In 1989, Detroit's Narcotic Division employed some 188 officers and support staff and had an operating budget of $12.2 million. This represents an increase of 44 persons (a 31 percent increase) and $6.1 million (a 100 percent increase) respectively over 1985 levels.

Through several initiatives (see attachment III), officers from the Narcotics Division of the Detroit Police Department conducted 2,533 raids and made 5,700 arrests for narcotics law violations in 1988. They also seized between 6 and 40 pounds of cocaine each month with a year-end total of 193 pounds.
Some of the most highly visible initiatives include:

--Pressure Point - An enforcement operation begun in May, 1989 where several raids are conducted simultaneously within a small area in an effort to maximize police effectiveness.

--Buy And Bust - A drug enforcement tool instituted in December, 1988 where an undercover drug purchase is followed by an immediate entry into the location to arrest the seller and recover the evidence.

--Padlock - After three raids on a drug distribution establishment, it is seized under the "Nuisance Abatement" Act and ownership given to the investigating agency. This program started in May, 1989.

DRUG CRIME IN ADRIAN

Although there have been fluctuations in narcotics and other arrests over the years in Adrian, the overall trends are up. Serious non-drug arrests increased from 281 in 1985 to 467 in 1988 or 66 percent. During this same period, arrests for narcotic law violations increased from 39 to 91 or 133 percent. (See attachment IV.)

Unlike Michigan and Detroit, marijuana is reported to be the illegal drug of choice in Adrian. Local law enforcement officials indicated that Lenawee County, which encompasses Adrian, is one of the major marijuana growing regions in the state. According to local law enforcement officials, cocaine use is also becoming a problem.

Narcotic investigations in the City of Adrian are conducted by the Lenawee Adrian Narcotics Crime Enforcement (LANCE) Unit which is operated jointly by the Adrian Police and the Lenawee County Sheriff Departments. In 1989, Adrian's LANCE Unit employed four officers--two from the Adrian Police Department and two from the Lenawee County Sheriff Department. The Unit's 1989 operating budget was $164,380 of which Adrian contributed $67,056 . In addition, the Adrian Police Department provides a part-time juvenile division officer to give lectures on drugs.

During 1989, officers assigned to the LANCE Unit made 179 arrests and seized $70,811 of drug assets. Since their first forfeiture case in November, 1987, the Adrian Police Department has received $7,130 from vehicles and cash seizures.

To sum up, arrests for narcotic law violations in Michigan, Detroit, and Adrian escalated substantially between 1985 and 1988. We found that Detroit experienced the largest increase in arrests--156 percent--while the increase was 70 percent in Michigan and 133 percent in Adrian. (See attachment V.)

INCREASED BURDEN ON THE CRIMINAL JUSTICE SYSTEM

Increased drug arrests have contributed significantly to burdening many components of the criminal justice systems: prosecutors, the courts, jail/prison officials, probation/parole officers, and public treatment centers.

On a national basis, we reported in November 1989 that the Federal Bureau of Prisons faces unprecedented crowding in its correctional facilities. We found that in October 1980 the federal prison inmate population was at capacity, but had grown from 24,162 to 48,017 prisoners, 56 percent over capacity, by May 1989. Thirty-eight percent of the prisoners were serving time for drug offenses in 1989.

Crowding is also a major problem for the expanding state prison systems. According to the Bureau of Justice Statistics, the states had about 577,500 prisoners at the end of 1988 and were operating 23 percent over capacity. The American Civil Liberties Union reported that, as of April 1989, 35 states and the District of Columbia faced court orders and/or consent decrees that related to prison crowding or the conditions caused by crowding.

Our work also shows how the increasing levels of arrests are having significant impacts on the judicial and jail systems. For example, in Detroit:

-- Narcotics arraignments increased from 1,511 in 1985 to 4,780 in 1988 (up 216 percent) compared to an 8 percent increase in serious non-drug arraignments for this same time period.

-- Since 1986, the Wayne County Prosecutor's Office has added 10 Assistant Prosecuting Attorneys as a result of increased drug arrests. Four of these ten were added in 1989. Also, seven support staff have been added since 1986.

In Michigan:

-- A 1988 report by the Michigan Department of Corrections, stated that 12 of the state's 26 prisons were overcrowded, including one facility that was 2,123 beds short.

- Latest estimates by the Michigan Department of Corrections project a shortage of approximately 16,000 beds by the end of 1992 (see attachment VI).
- The Sheriff's Association also reported that one in three jails currently operate at over 100 percent capacity during an average month and all jails are projected to be over 100 percent of capacity within the next ten years.

The recent history of overcrowding in the Wayne County Jails shows how the increasing number of prisoners have overloaded the system. In June 1984, the Chief Judge of Wayne County's Circuit Court ordered that misdemeanants could not be jailed without prior approval from the court. In 1987, Wayne County Jail officials released at least 1,269 accused felons, 53 sentenced felons, and 1,446 misdemeanants because of a lack of adequate jail space. Because of continued overcrowding, on August 4, 1988, the Wayne County Circuit Court ordered a ceiling of 1,552 prisoners at the Wayne County Jail. However, through September 1989, the Wayne County Jail Administrator reported that the average daily jail population was 1,774 or 222 more than the limit established by the August 1988 court order. To lower the population to court-directed levels, less violent felons awaiting trial are released from the Wayne County Jail on Fridays. Between August and December 1989, 900 prisoners were released under this practice--707 by reducing previously set bail and 193 direct release.

As jails have become increasingly overcrowded, Michigan paroles and probations have increased. For example, Michigan's parole caseload increased from 5,669 in 1986 to 6,990 in 1988 (23 percent). In addition, between 1986 and 1988, the probation caseload increased from 32,737 to 34,044. Over 17,150 of Michigan's 1988 probation cases (50 percent), were attributable to criminal justice initiatives undertaken in Detroit/Wayne County. Similarly, 54 percent of the state's parole cases were attributable to Detroit/Wayne County initiatives.

The number of prisoners being referred for substance abuse treatment is increasing. For example, the number of felons recommended for substance abuse treatment by the Detroit criminal justice system increased from 6,891 in 1985 to 7,621 in 1988 (11 percent). According to Detroit officials, individuals seeking drug treatment through public assistance must wait from 2 to 5 months. In Adrian, the wait time for drug treatment is two weeks.

MEASURES TO ADDRESS AN OVERBURDENED CRIMINAL JUSTICE SYSTEM

Prosecutors, courts, and prisons are trying different strategies to cope with the increased burden placed on the system by increasing crime, including drug crime. The strategies are intended to eliminate or reduce bottlenecks by providing alternative ways to more efficiently process criminals through the criminal justice system. These strategies include: pre-trial diversion, probation revocation, community service, boot camps, community residential programs, electronic tethering, and prison construction.

Pre-Trial Diversion

The Wayne County Prosecutor's Office whose jurisdiction includes the City of Detroit, has used pre-trial diversion since 1974. The purpose of diversion is to save court and prosecutor time by identifying offenders not likely to have a further "brush" with the law and offering them probation in lieu of prosecution. If they comply with the terms of probation, the criminal charges are dismissed. In Wayne County, only defendants who are first time offenders charged with a non-assaultive crime are considered for diversion. According to the Prosecutor, this procedure results in a swifter resolution of charges and savings in court, prosecutor, and defense attorney time. During 1989, 535 defendants avoided trial by going through the diversion program.

Probation Revocation Program

Under this Wayne County program, offenders who violate probation by committing offenses, including drug offenses, are incarcerated under the probation violation rather than being tried on the new offense. The goal of probation revocation is to secure punishment for the offenders through probation revocation rather than through a new trial. Officials believe this procedure saves court, prosecutor, and defense attorney time. This program started in November, 1989, and as of March 5, 1990, 19 offenders had been returned to prison.

Community Service Program

In this Wayne County program, offenders convicted of minor crimes such as carrying a concealed weapon and assault are allowed to perform public service in lieu of a specified amount of jail time. For example, they may perform clean-up jobs that otherwise would not get done for lack of funds, while at the same time saving jail space. During 1989, 3,479 offenders participated in this program.

Boot Camp

In Michigan, males between the ages of 17 and 25 can be sentenced to boot camp. The State-run boot camp program is 90 days of strict discipline, hard labor, physical training, and drill modeled after the military. The philosophy of the boot camp program is to develop self-esteem, individual responsibility, and a work ethic. The program objectives include offsetting prison overcrowding, reducing prison costs, and reducing recidivism. During fiscal year 1989, 383 of 630 offenders (61 percent) successfully completed the boot camp program. According to a Michigan Senate official, the boot camp alternative resulted in a fiscal year 1989 savings of about $20 million.

Community Residential Program

To alleviate overcrowding in Michigan prisons, inmates serving the final two years of their sentences may be allowed to serve their remaining time in halfway houses near their homes in order to make an easier transition back into society. Inmates serving time in these facilities are allowed to leave them only for work and occasional visits. Inmates found guilty of three misconduct violations such as drug or alcohol use are sent back to prison to serve out their remaining time. According to state corrections officials, some 2,669 prisoners were residing in these centers as of February 1990.

Tethering Program

Michigan's tethering program allows offenders to serve their time at home. An electronic device is attached to the offender's ankle that emits a signal to a monitoring system. If the offender leaves his home without authorization, the system alerts prison officials. The goal of the program is to minimize time required to monitor parolees, probationers, and half-way house residents. As of January 1990, some 1,600 offenders were participating in the tethering program.

Additional Jail/Prison Construction

Michigan is also building additional jails to alleviate prison overcrowding. In 1989, Michigan added 5 regional prisons to its system and by the end of 1991, 6 additional facilities are scheduled to be opened. However, as discussed earlier, even with these facilities, Officials still expect a shortage of prison space. Other actions being considered by the State of Michigan to alleviate prison overcrowding include the following:

-- providing financial assistance toward the construction of county jails or regional jail camps,

-- reducing the length of prison terms. This action would require changing the statutes governing sentences.

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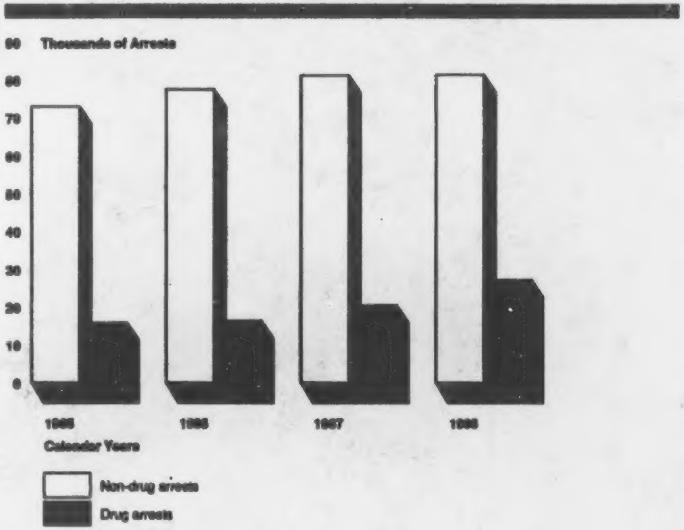
Mr. Chairman, despite these efforts, the judicial and prison systems have become increasingly clogged, imposing ever-greater costs on society. Building the effectiveness of law enforcement, while a critical priority, will increase the burdens on courts and prisons. We will be considering policy options for Congress to consider in our final report.

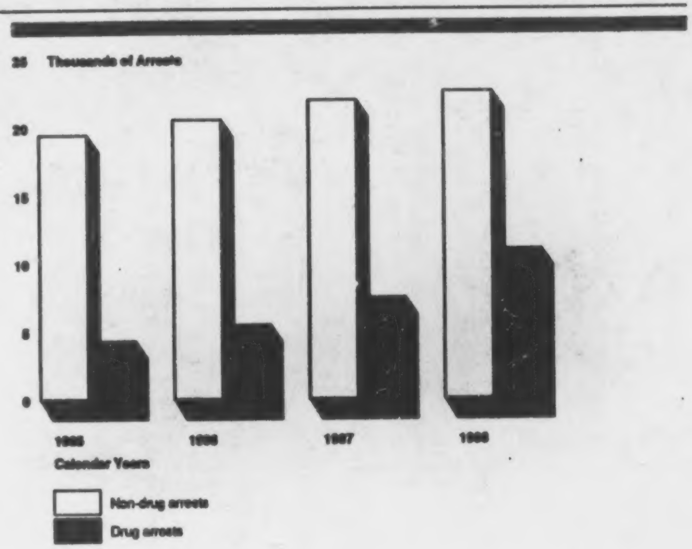
Mr. Chairman, this concludes my remarks. I would be happy to answer any questions that you or members of the Subcommittee may have.

UCR Drug and Non-drug Arrests - Michigan (1985-1988)



Source: FBI's Uniform Crime Reports (UCR)

UCR Drug and Non-drug Arrest - Detroit
(1985-1988)



Source: FBI's Uniform Crime Reports (UCR)

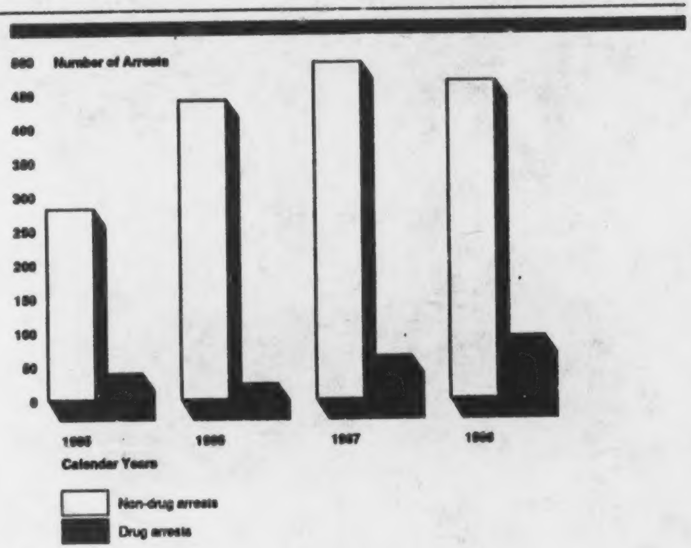
ATTACHMENT III ATTACHMENT III

DETROIT POLICE DEPARTMENT
DRUG ENFORCEMENT STRATEGIES

BUY AND BUST	The investigation of an alleged narcotics distribution location where an undercover narcotics purchase is made and followed by an immediate arrest of the seller and recovery of the evidence.
CONSPIRACY CASE	A prolonged investigation to determine those responsible for the source and distribution of illegal drugs within an organization in order to prosecute those persons on charges of operating a continuing criminal enterprise. This strategy is aimed at mid and higher level drug traffickers.
CRACK DOWN	A massive enforcement effort conducted by local, state, and Federal law enforcement agencies whereby a series of arrest and search warrants are executed on a specified day in an effort to dismantle the illegal drug distribution network of a particular individual or organization. This effort usually marks the conclusion of a conspiracy investigation.
PADLOCK	The seizure of a drug distribution establishment after three consecutive enforcement efforts. The establishment is seized under the "nuisance abatement" act and control and ownership of property is given to the investigating agency. The property can later be forfeited over to that agency's use. Padlocking is the actual securing of the establishment to prevent entry by unauthorized persons.
PRESSURE POINT	An enforcement operation where several planned raids are executed simultaneously within a targeted geographical area in an effort to maximize police effectiveness. This tactic is performed in response to complaints and information received from various community based sources i.e., police-community relations meetings, telephone complaints, and other sources.

RIP RIDE OPERATION	An enforcement strategy conducted in areas of high illegal drug activity where, while under police surveillance, customers that make drug transactions while using a vehicle are detained. Upon recovery of the purchased drug, the customer is arrested and the vehicle is confiscated and forfeited for police department use.
STREET ENFORCEMENT	The application of the various provisions of the controlled substances act against the "open air" street corner merchant who distributes illegal drugs from street locations.
WRAP AROUND OPERATION	A follow-up action taken by the regular police patrol force in the aftermath of a recent enforcement action at a drug distribution establishment to insure that there is no resumption of illegal drug activity.

UCR Drug and Non-drug Arrests - Adrian (1985-1988)

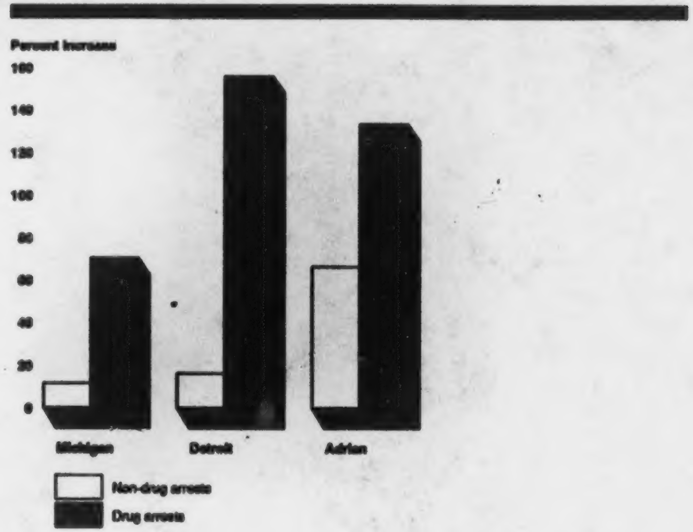


Source: FBI's Uniform Crime Reports

ATTACHMENT V

ATTACHMENT V

Percent of Increase in Arrests for Drug Law and Other Violations from 1985 through 1988



UNITED STATES SENATE
PERMANENT SUBCOMMITTEE ON INVESTIGATIONS
STATEMENT BY RODOLFO R. THOMAS, COMMANDER
NARCOTICS DIVISION, DETROIT POLICE DEPARTMENT
DETROIT, MICHIGAN
MONDAY, MARCH 19, 1990

Department of Police
Detroit, Michigan 48226

Coleman A. Young, Mayor
City of Detroit

March 7, 1990

Senator Sam Nunn
United States Senator
Permanent Subcommittee
on Investigations
Washington, D.C. 20510-6250

Dear Senator Nunn:

I would like to convey my appreciation for the opportunity to address this assembly on such a significant subject as this, the plight of the Detroit area illicit drug problem, and the interdiction efforts taken to abate the current demand and abuse of drugs.

The Detroit/Wayne County population of 2.2 million persons represent approximately one fourth of the total Michigan population of just over nine (9) million persons. The Detroit metro area ranks sixth (6th) among the major populated areas in the United States.

In the Detroit/Wayne County areas a number of factors contribute or enhance the problem of substance abuse. For example, a major international airport and numerous smaller airports exists throughout the State. . Additionally, international borders with neighboring Ontario, Canada provide daily increasing drug interdicting problems.

Demographically, seventy-four percent (74%) of Detroit's population consists of minorities, while thirty-nine percent (39%) of the total Wayne County area population is composed of minorities. In contrast, the percent of minority population statewide is fifteen percent (15%).

A very large number of residents in the area are skilled workers within the auto industries with relative high levels of income. However, a proportionate amount of residents possess low of marginal employment skills.

Underemployment rates of approximately seven percent (7%) statewide remain one of the nation's highest unemployment figures, particularly among minorities and highest among minority youth at fifty percent (50%) or higher. All of the aforementioned factors continue to compound the problem of substance abuse in the Detroit area. **(1)

Before addressing the current illicit problem, it should be noted that a thorough explanation of this situation can only commence with a brief overview of the drug situation.

During the early to middle 1970's the illicit drug markets dealt primarily with the Heroin and Marijuana trades. The traditional organized crime cartels shifted to loosely structured ad hoc, youthful urban street gangs. These groups established elaborate narcotic distribution networks while amassing fortunes for the leaders of the organizations. These gangs posed unique issues for the area's enforcement community as well as creating an overwhelming burden upon our entire criminal justice system.

One such dubiously noted organization referred to as Young Boys, Incorporated (YBI) utilized the services of young male and female juveniles to peddle their wares on the city streets of Detroit. As a result of a joint federal and local investigation into this matter, the organization was subsequently dismantled. However, various splinter organizations came into existence and a modus operandi for the illegal sale of drugs had begun.

In late Fall of 1985, Detroit observed the initial visible signs of Crack Cocaine. By Winter of 1986, Crack had permeated throughout the City like a malignant cancer. The traditional, territorially confined, Heroin user was being replaced with a new drug of choice, Crack Cocaine.

The City of Detroit Police Narcotics Division began a major campaign targeted at Crack, late in 1987. In 1988, over two thousand (2,533) raids were conducted as well as over eight hundred (872) street enforcement actions. These resulted in over five thousand (5,700) arrests which resulted in felonious and/or misdemeanor charges. This compares to some eight hundred (850) raids one year earlier.

In May of 1989, the estimated street value of confiscated drugs seized by the Narcotics Division alone was computed at a figure of $3.million dollars.

During 1989, Detroit Police Narcotics Division conducted 3,025 raids, seized $2.2 million in cash, 139 vehicles, 2,132 firearms and arrested 5,700 persons.

With the transformation from Heroin to Crack Cocaine as the drug of preference, these new groups concentrated their efforts toward capitalizing on this new market. As demand increased, these new drug entrepreneurs, through highly sophisticated organizations, cornered the majority of the narcotics distribution network through the metropolitan Detroit area. To date, many of these organizations have tentacles that extend throughout the southern region of the State.

In direct response to the magnitude of problemantic issues and concerns realized as a result of efforts employed to stem the tide of illicit narcotics sales within the City, the Detroit Police Department's Narcotics Division adopted the following enforcement strategies toward this end:

BUY AND BUST - The investigation of an alleged narcotics distribution location where a preliminary undercover controlled narcotics purchase is followed by an immediate entry into the locale for the purpose of arresting the violator (seller) and recovery of evidence. Usually the search of the dwelling is confined to the area where the transaction was consummated.

CONSPIRACY CASE - A prolonged investigative effort initiated to determine those responsible for the source and distribution of illegal drugs within an identified organization in an attempt to prosecute those persons on charges of operating a continuing criminal enterprise relative to that investigation. This strategy is aimed at mid and higher level drug traffickers.

CRACK DOWN - A massive enforcement effort conducted by local, state and federal law enforcement agencies whereby a series of arrest and search warrants are executed on a specified day in an effort to dismantle the illegal drug distribution network of a particular individual or organization. This tactic has also been referred to as a "Sweep" or "Blitz" in the past. This effort usually marks the conclusion of a conspiracy investigation.

PADLOCK - A plan whereby, upon completion of three (3) consecutive enforcement efforts on a drug distribution establishment, the establishment is seized under the "nuisance abatement" act and control and ownership of said property is given to the investigating agency. The property can later be forfeited over to that agency's use. Padlock symbolizes the actual securing of the location against entry by persons not authorized by the controlling agency.

PRESSURE POINT - An enforcement operation where several planned raids are executed simultaneously within a targeted geographical area in an effort to maximize police effectiveness. This tactic is performed in direct response to complaints and information received from various community based sources i.e., police-community relations meetings, telephonic complaints, and other sources.

RIP-RIDE OPERATION - An enforcement strategy conducted in areas of high illegal drug activity where, while under police surveillance, customers that facilitate drug transactions with the use of a vehicle, are detained and upon recovery of the recently purchased item of controlled substance, the customer is arrested and the vehicle is confiscated and forfeited for police department use.

STREET ENFORCEMENT - The application of the various provisions of the controlled substance act against the "open air" street corner merchant who distribute illegal drugs from street locations.

WRAP AROUND OPERATION - A tactic employed whereby, upon being notified of a recent enforcement action at a drug distribution location, the appropriate precinct patrol force offers follow-up inspections of said locations to insure that there is no resumption of the illegal drug activity.

INTERDICTION - There are many ways for illicit drugs to enter the City, and the recent expansion of the City Airport provides a direct access to some of the cities that are major distribution points. This type of drug enforcement faces some unique problems because typically there is little or no prior investigation before the culprits are confronted. The probable cause required in our state courts is usually lacking in these situations. To combat this problem, in March of 1989, two (2) members of the Narcotics Division were teamed with DEA agents, and an Interdiction Team was formed. The federal laws and concepts are used to conduct investigations at the City Airport, Greyhound Bus Station, and the Train Station. The members of the team do what is commonly called "profile stops", and the resulting arrests are, prosecuted through the federal system

224-DOPE - The Department established a 24 hour hotline which is staffed by officers assigned to the Narcotics Division. As the result of information received from citizenry, the enforcement and conspiracy crews are able to more reliably focus their police resources.

The Department remains committed to those enforcement efforts which prioritize drug education and prevention. Accordingly, personnel and resources have been expended to train personnel in the most effective prevention programming available. Once again, the success of the education and prevention efforts are reliant upon the cooperative relationship that exists between the Department and the community drug education as a whole.

D.A.R.E. PROGRAM - (Drug Abuse Resistance Education) The primary emphasis of this program is to assist students in recognizing and resisting pressures that influence them to experiment with drugs. The Detroit Police Department working in conjunction with the Detroit Board of Education has established structured lessons and problems addressing 5th and 6th graders. The lessons include skills development in the areas of self-concept, decision making, problem-solving, decisions concerning respect for themselves, the law, and personal safety.

The Crime Prevention Section provides anti-substance abuse programs which address audiences ranging in age from pre-school to senior citizen. These programs include audio-visual presentations presented by uniformed and plain clothes officers. Examples of drug education programs presented to pre-school through elementary grade schoolers included B.A.B.E.S. (Beginning alcohol and addictions Basic Education Studies), purpose of medicine, physical and psychological effects of abusing drugs and the myths and facts surrounding alcohol and drugs.

The upper elementary students receive those programs which more heavily emphasize the effects of Cocaine (Crack) while including previously mentioned concepts. High schoolers receive additional instruction on drinking and driving. Most of these presentations are often accompanied by films, posters and other types of visual and print media.

As it stands, locally we have not experienced, as yet, the effects of the National Drug Control Strategy. It is our intention to continue the aforementioned enforcement policies until such time as those revenues, earmarked for the fight against illicit drugs are forthcoming.

Senator Sam Nunn
March 7, 1990
Page Six

With the implementation of the various tactics and enforcement strategies, one factor that is becoming increasingly apparent is that there are considerable beneficial by-products of the continued mutual efforts between state, local, and federal enforcement agencies working together to combat the drug problem. As evident by such endeavors as the Federal Liaison, Airport interdiction units, and Federal Crackdown Operations, there are definite inroads being achieved daily toward the goal of irradicating the cancerous plague of illegal drug use throughout this region. The pooling of such vital resources are instrumental in our waging our never-ending battle toward this crucial effort.

I am confident that with your direction, the local law enforcement efforts will be recognized for their accomplishments despite budgetary and personnel restraints. Be advised that the Detroit Police Department looks forward to working with you as we join forces in ensuring a drug free community both locally and nationally.

Sincerely yours,

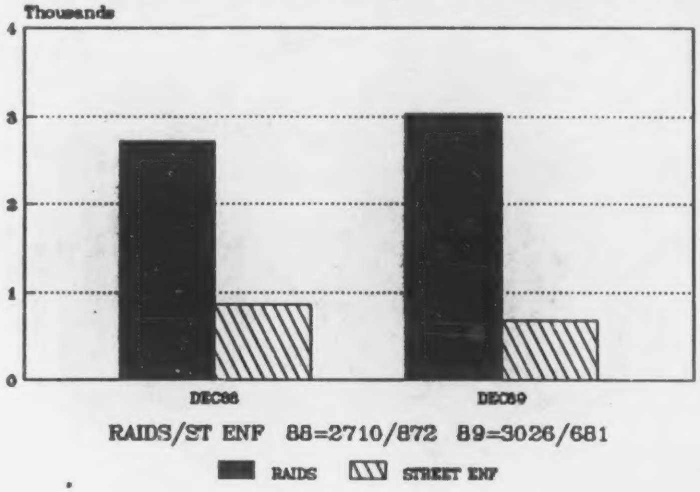
Rodolfo R. Th

RODOLFO R. THOMAS
Commander
Narcotics Division

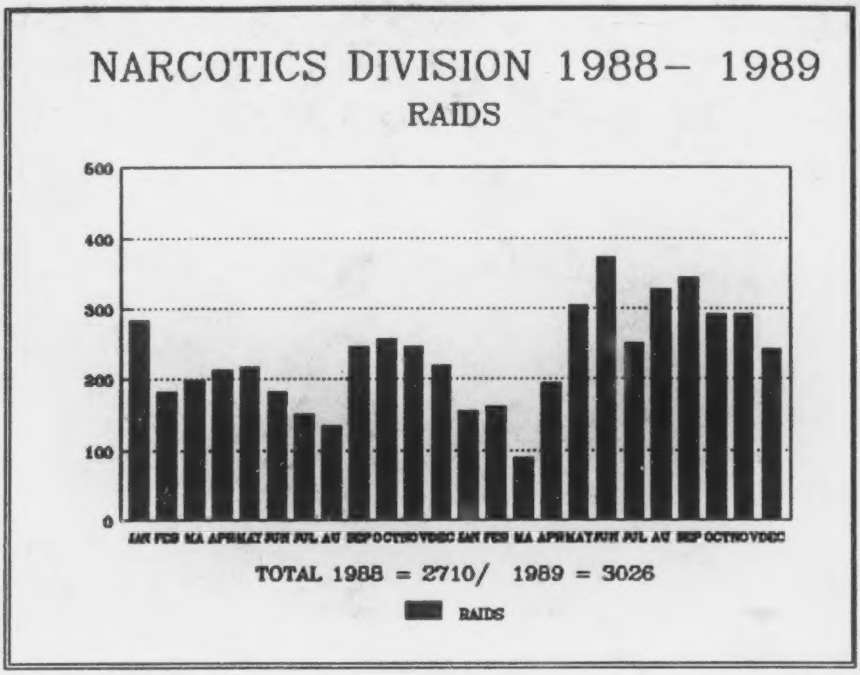
RRT:dsf/61
nunn

NARCOTICS DIVISION 1988- 1989

TOTAL RAIDS AND STREET ENFORCEMENT



RAIDS/ST ENF 88=2710/872 89=3026/681



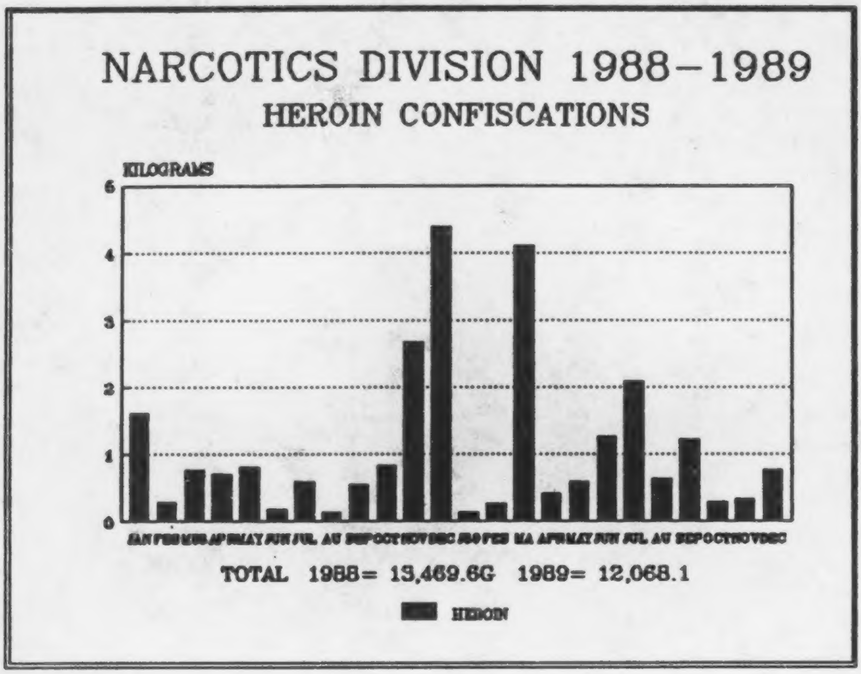
NARCOTICS DIVISION 1988- 1989

RAIDS

TOTAL 1988 = 2710/ 1989 = 3026

Legends: Labels	RAIDS
JAN88	283.00
FEB	183.00
MAR	198.00
APR	213.00
MAY	218.00
JUN	182.00
JUL	152.00
AUG	135.00
SEP	246.00
OCT	257.00
NOV	247.00
DEC	219.00
JAN89	156.00
FEB	162.00
MAR	89.00
APR	194.00
MAY	304.00
JUN	372.00
JUL	250.00
AUG	328.00
SEP	344.00
OCT	292.00
NOV	292.00
DEC	243.00

Page 1



NARCOTICS DIVISION 1988–1989

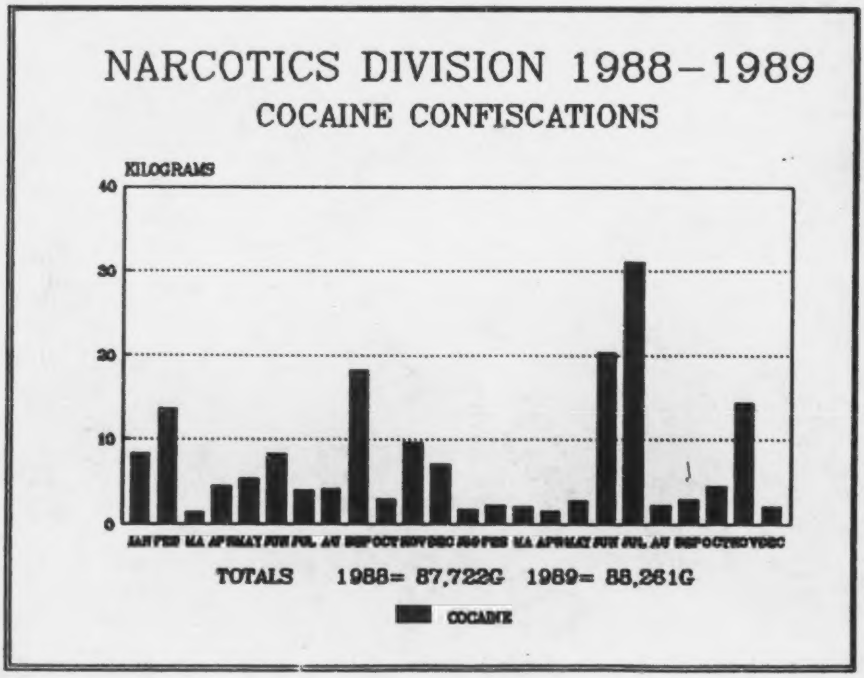
HEROIN CONFISCATIONS

TOTAL 1988= 13,469.6G 1989= 12,068.1

Legends: Labels	HEROIN
JAN	1,607.10
FEB	281.40
M88	767.20
APR	703.70
MAY	799.00
JUN	167.90
JUL	581.10
AUG	127.10
SEP	553.80
OCT	830.80
NOV	2,664.90
DEC	4,385.60
J89	131.60
FEB	258.70
MAR	4,108.70
APR	413.10
MAY	581.10
JUN	1,266.60
JUL	2,092.96
AUG	628.20
SEP	1,217.80
OCT	282.50
NOV	321.70
DEC	765.20

Legends:

Labels	COCAINE
JAN	8,276.40
FEB	13,783.40
MAR	1,334.70
APR	4,526.30
MAY	5,352.60
JUN	8,285.50
JUL	3,995.20
AUG	4,181.30
SEP	18,173.60
OCT	3,000.90
NOV	9,761.00
DEC	7,050.60
J89	1,759.70
FEB	2,270.00
MAR	2,120.10
APR	1,523.70
MAY	2,846.50
JUN	20,380.00
JUL	31,167.10
AUG	2,182.00
SEP	2,928.40
OCT	4,600.00
NOV	14,450.00
DEC	2,033.50

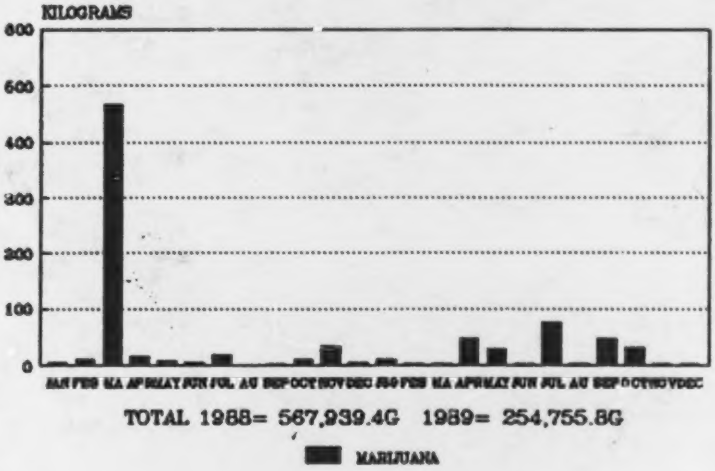

NARCOTICS DIVISION 1988-1989

COCAINE CONFISCATIONS

TOTALS 1988= 87,722G 1989= 88,261G

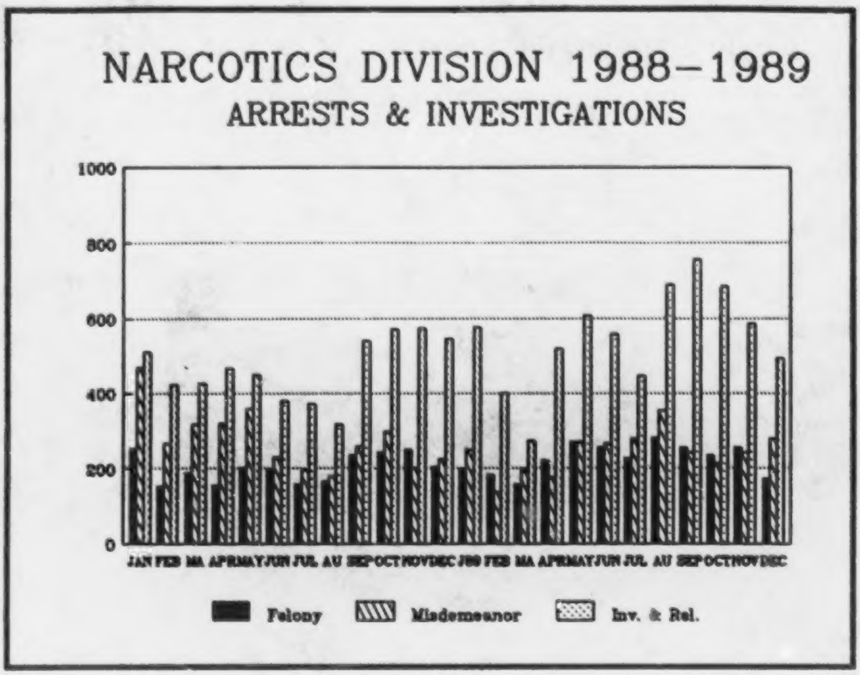
NARCOTICS DIVISION 1988–1989

MARIJUANA CONFISCATIONS

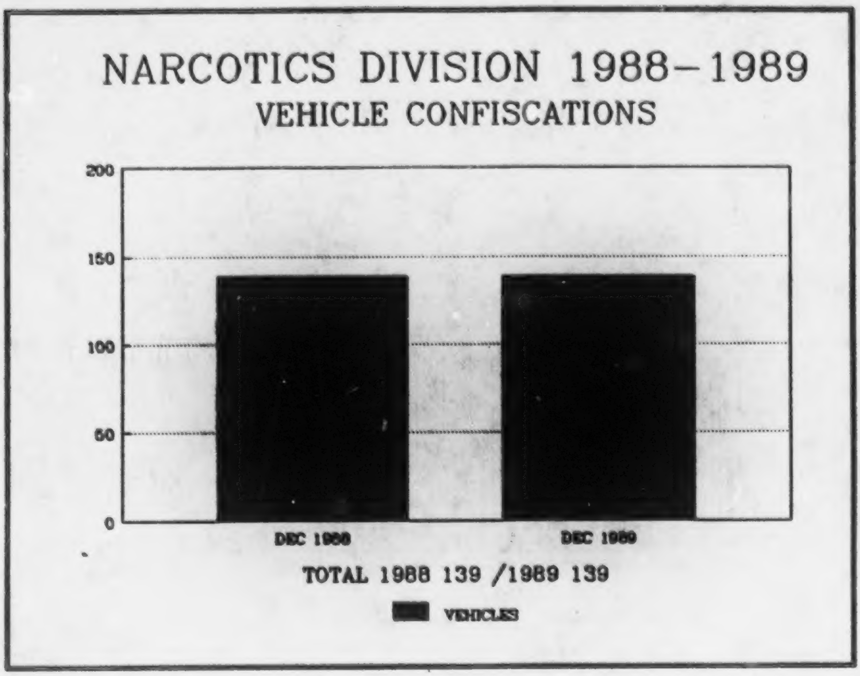


TOTAL 1988= 567,939.4G 1989= 254,755.8G

Legends:	MARIJUANA
Labels	
JAN	4,816.90
FEB	10,896.00
MAR	466,258.00
APR	14,568.80
MAY	9,120.80
JUN	4,090.50
JUL	17,888.70
AUG	422.20
SEP	1,738.80
OCT	9,402.30
NOV	33,350.80
DEC	4,385.60
J89	10,581.60
FEB	3,927.10
MAR	2,288.10
APR	45,867.10
MAY	28,438.50
JUN	2,265.40
JUL	76,331.00
AUG	3,179.20
SEP	45,847.60
OCT	30,549.00
NOV	3,402.10
DEC	2,079.10

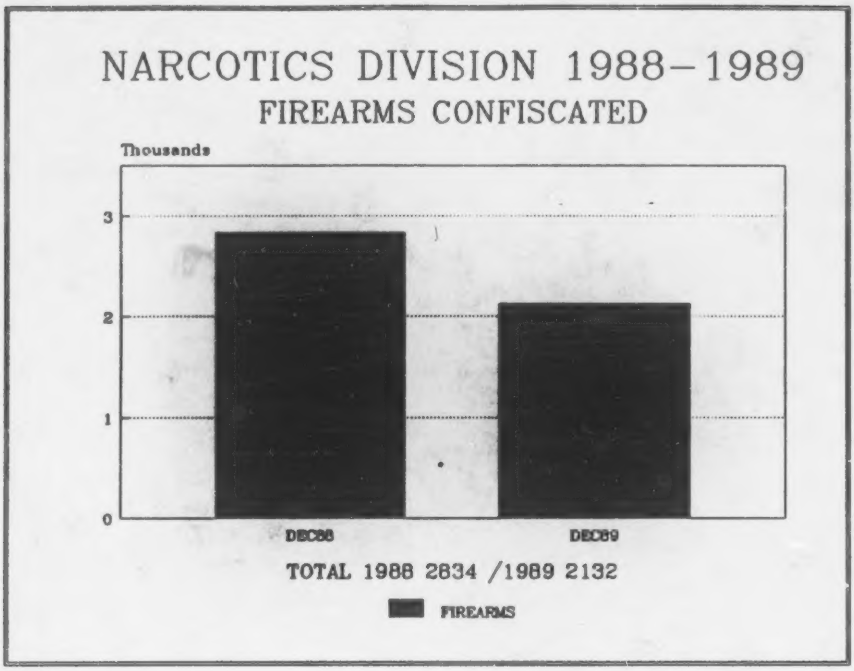


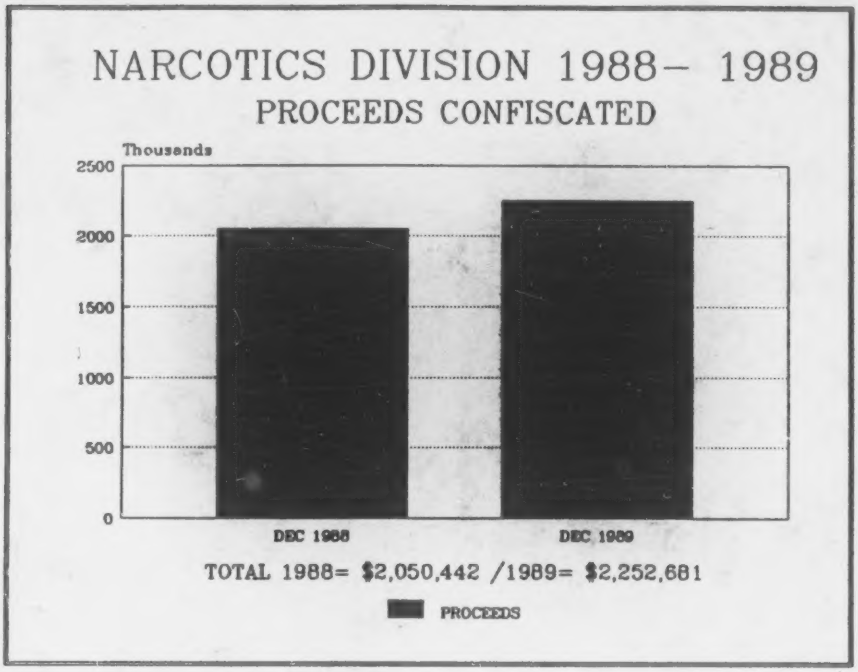
TOTALS	FELONIES	MISDEMEANORS	I&R'S
1988	2673	3839	6364
1989	2727	2912	6660



NARCOTICS DIVISION 1988-1989
VEHICLE CONFISCATIONS

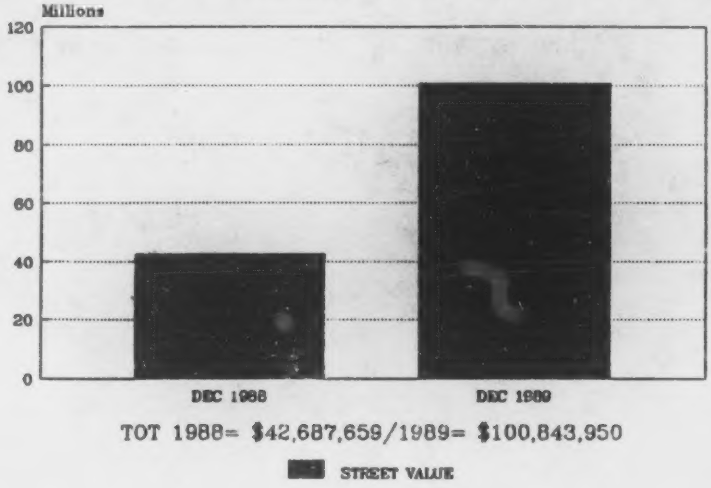
TOTAL 1988 139 /1989 139


NARCOTICS DIVISION 1988–1989
FIREARMS CONFISCATED
Thousands
3
2
1
0
DEC88
DEC89
TOTAL 1988 2834 /1989 2132
FIREARMS


NARCOTICS DIVISION 1988– 1989
PROCEEDS CONFISCATED
Thousands
2500
2000
1500
1000
500
0
DEC 1988
DEC 1989
TOTAL 1988= $2,050,442 /1989= $2,252,681
PROCEEDS

NARCOTICS DIVISION 1988– 1989

STREET VALUE OF CONFISCATED DRUGS



TOT 1988= $42,687,659/1989= $100,843,950

UNITED STATES SENATE

PERMANENT SUBCOMMITTEE ON INVESTIGATIONS

STATEMENT BY DAVID L. EMERSON, CHIEF OF POLICE

CITY OF ADRIAN POLICE DEPARTMENT

ADRIAN, MICHIGAN

MONDAY, MARCH 19, 1990

CITY OF ADRIAN
100 E. CHURCH STREET
ADRIAN, MICHIGAN 49221-2773
(517) 263-2161

POLICE DEPARTMENT

DAVID L. EMERSON
CHIEF

This is a statement of David Emerson, Chief of Police, of the Adrian, Michigan Police Department before the United States Senate Permanent Sub-Committee on Investigations, of the Committee and Government Affairs, United States Senate, Detroit, Michigan, March 19, 1990.

Thank you Senator Nunn. I would like to take this opportunity to applaud you and your committee for holding these hearings around the Nation and also for allowing me the opportunity to testify on the drug situation in Adrian, which unfortunately has been picked by the General Accounting Office as a rural community in the State of Michigan with a drug problem.

The drug problem is probably the most pressing issue nation wide that we in law enforcement and, actually, the entire government, nation wide have to face today. It's eroding the very fiber of our communities. There are so many things that are affected directly and indirectly as a result of drugs or substance abuse in our communities. The drug issue should be approached as a war. Our federal, state, and local governments must cooperate. We must pull our resources together to fight this war on drugs. Were we to be in a declared war with another nation, the wheels would roll. We would shift gears, as we have in the past, to direct our efforts towards a successful conclusion. I think we have a war today. As a nation we have not recognized the magnitude of the problem, and unless we realize that we are in a war, and we point all of our guns towards the enemy, drugs will, in fact, take us over. I think the magnitude of this problem struck home to me, when the President proudly announced that we were going to spend several billion dollars towards the effort to fight the war on drugs, and just a few weeks later, one catch of drugs in a warehouse on the west coast was almost equal to the amount of money that the federal government wanted to spend on this war; and, as I understand it, several warehouses since then of equal value have been raided, drugs and contraband confiscated. If we had declared war, we would have our military defending our shores. I think that's what needs to happen today. I don't have the plan. I don't know which branch of the service would be involved in which areas other than the Navy defending the waters and the Air Force defending the air, and the Army perhaps defending the land. Something needs to be done! How long do we have to wait? How far in trouble do we have to get? How bewildered does our economy in the fight for the nation have to be before we concentrate our efforts towards the enemy?

I think that we need to put into effect an old crime prevention technique that's been around for a long time. It's called the barrier effect. On a nation wide basis we need to put up barriers around our country to keep the drugs and drug dealers out. Those barriers might be anything that's feasible from the military to whatever is necessary. For instance, if a home were to be burglarized, a burglar suspect might come up to a home and realize that there is a fence around the home, there is a dead bolt lock, there is an alarm system, and there is a dog inside. Every one of these things is a barrier. Chances are, he will avoid that residence and go to another residence that has no crime prevention tactics applied. We need to do the same thing here as a nation to fight the war on drugs. Let the bad guys go someplace else and pedal their evil deeds.

The backbone of the United States of America is the family. The family today is not as it ought to be. Drugs have taken over and split families and have caused problems beyond our wildest dreams. The situation that our nation is in right now did not develop overnight, nor is it going to be corrected overnight. Unless we recognize the problem for what it really is, and unless our communities and citizens willingly give up some of their rights to fight this war, it will be difficult to try to even maintain where were are today; let alone backsliding further into a more desperate situation.

There are ten police jurisdictions in Lenawee County. Of these ten, only the Adrian Police Department and the Lenawee County Sheriff's Department are funding a drug enforcement team. Each agency has appointed two officers to a unit called L.A.N.C.E. and they investigate almost entirely all of the drug cases in Lenawee County.

The cost of four officers and operating the L.A.N.C.E. Unit for the last two years was $351,561.00. This cost was picked up by the Adrian Police Department and the Lenawee County Sheriff's Department.

In addition, both departments have a juvenile officer who works on some drug cases in the schools.

Law enforcement in Lenawee County, of which Adrian is the County Seat, has a very cooperative effort in all of our law enforcement activities. Our officers, most of the time, direct their efforts on drug investigations. Because the officers in the L.A.N.C.E. Unit are so well known, we direct our efforts towards informant buys or if somebody new comes into the community, a buy bust. We have been very successful at this.

Another tactic employed by our L.A.N.C.E. Unit is garbage inspection. The officers will find out what day the garbage is to be picked up at a certain suspected crack house or drug dealer's residence. When that individual sets his garbage out on a given night, the officers at 2:00 or 3:00 in the morning will take the garbage to their office, put their rubber gloves on, and just start pawing through the garbage trying to find paraphanalia or evidence to secure a search warrant to search the premises the next day. This has been quite successful. Also, our L.A.N.C.E. Unit spends a considerable amount of time reviewing the arrest record to find out who has been incarcerated for any number of violations, be it from traffic to drunkenness or perhaps even narcotic violations. Our drug enforcement officers will contact these people and try to use them to make buys or to get information on drug dealers.

They make some sort of deal to get information or intelligence data that we might be able to use in our efforts to fight this war on drugs.

Lenawee County is an agricultural county and one of the richest in the nation. It also has a very rich crop of marijuana. Our L.A.N.C.E. Unit, on many occasions during harvest time, will go out and cut down large fields of growing marijuana. Unfortunately, we are not always able to identify the owner; therefore, we are not able to make an arrest or to prosecute. In 1988, the L.A.N.C.E. Unit cut down 5,631 marijuana plants in Lenawee County. I know the L.A.N.C.E. Unit made an application to the State of Michigan for some grant monies under the program called H.E.M.P. (Help Eradicate Marijuana Planting). (We were informed by the state police that the money was already spent). With no state grant our L.A.N.C.E. officers harvested on a proportionate basis, much more marijuana than was harvested statewide. We're fighting drugs on our own with minimum assistance from other agencies. Presently, we have no grant assistance. My overtime budget for the last fiscal year was just shy of $100,000.00. That includes holidays and overtime, court time, sick time, and call in time. However, it also includes 779 hours for two men at time and a half pay for drug related overtime. The Lenawee County Sheriff's Department, the other half of our four man L.A.N.C.E. Unit, have as staggering a statistic in overtime in cost for drug enforcement, I'm sure.

In the first part of this year, the L.A.N.C.E. Unit was working with the F.B.I. on a local marijuana dealer. We're talking a very large amount of marijuana. This investigation necessitated our officers going to the state of Kentucky. That's two people on overtime to the state of Kentucky, who were down there for three or four days, and I have been informed that as a result of our cooperation with the Federal Bureau of Investigation there will be some arrests and forfeitures forthcoming, but we spent ninety-two hours in overtime, just on this one trip. Again, that comes out of my regular salary overtime budget. It's not really earmarked as drug enforcement money because I have no idea of what my overtime is going to be. At the end of each fiscal year, we tally it up and we find out what the shock really is. Had we not cooperated in this effort, I'm sure the federal government would have spent a considerable amount of overtime having to re-do what our officers had already done. The Adrian Police Department's calls for service from 1968 to 1988 have increased, including accidents. In 1968 from 8,165 to 15,631 in 1988. Our arrests have gone from 336 in 1968 to 1417 in 1988. The number of personnel on the department - administration, detective, and patrol division - was 30 in 1968 and is 29 in 1988. However, we have added two officers to the L.A.N.C.E. unit for a total of 31 sworn officers on the Adrian Police Department. We need help!

The Adrian Police Department, assigns officers to the L.A.N.C.E. unit on a volunteer basis. The officers are interviewed, then appointed to that position for two years. We rotate out one officer each year, replacing him with a new volunteer so every year we have an officer coming out and a new officer going into the L.A.N.C.E. Unit. The officer coming out of the L.A.N.C.E. Unit has all of the street knowledge and he knows who all of the bad guys are from direct contact. As a result of this knowledge his impact, through patrol efforts, are considerably more effective in the area of drug enforcement. In 1988 and in 1989, the city and the county received a tri-county grant, under the 1986 anti-drug abuse act (A.D.A.A.), through the Office of Criminal Justice, State of Michigan, Department of Management and Budget. This grant was for drug enforcement in Jackson, Hillsdale, and Lenawee Counties. In 1988 our grant was $21,148.00. We had to match 25%; therefore, our actual A.D.A.A money was $15,861.00. In 1989, we received a grant of $12,185.00 out of which the A.D.A.A. money was $8,400.00 for that two year period, we totalled $24,261.00 in grant assistance. We have chosen, at this time, not to get involved with other narcotic units on a regular contract basis. We have not been afforded any more state money from the Office of Criminal Justice because one of the requirements of the state of Michigan is that we involve ourselves with multiple law enforcement agencies. It has been our experience in the past that we get more "bang for the buck", so to speak, by having our officers working in our own particular area. Our experience has been that in a state unit more attention is directed to larger metropolitan areas and the smaller agencies are neglected. Presently, there are over thirteen million dollars available in the state of Michigan that will not be available to us because we choose not to get involved in a multiple agency concept. We contacted a multi-agency concept unit in a neighboring community which requested that we join in their efforts. We looked through their annual report for number of arrests and number of officers in the unit, and it confirmed our belief that we make more arrests with a four man unit than this concept unit makes with almost twice the manpower. Our people are concentrating on our local efforts, but we do cooperate with other units. Through our cooperation with the previously mentioned neighboring community, we have made several arrests. We have also given them information that has assisted them in making arrests for drug violations in their community. However, we choose not to get involved with the state of Michigan's requirements of a concept unit. One concern I have is that we are being penalized because we have chosen to fight drugs in a way not sanctioned by state agencies though proven by us to be effective. The state of Michigan will not allow us grant money; therefore, we have to use our local money without any assistance.

The federal government has billions of dollars that they would like earmarked and directed toward drug enforcement. The Adrian Police Department and the Lenawee County Sheriff's Department can administrate any money that the federal government would see fit to send our way. We believe it makes no sense to give the state of Michigan millions of dollars to filter down to local communities because five to ten percent of the overall grant is lost through administrative costs. If the money went directly to the participating agencies, allowing them to spend it on enforcement, you would see a dollar spent and a dollar returned in drug enforcement.

I think the forfeiture statutes are some of the most effective tools in drug enforcement and an effective means to obtain capital to fight this war. We have a fund in the Adrian Police Department that to date has acquired almost $8,000.00 in forfeiture money. We have seized cash, vehicles, personal property, and real estate. This money then is used to equip our officers to better fight the war on drugs in the city of Adrian, county of Lenawee. Our L.A.N.C.E. Unit has a separate forfeiture fund, in a separate account. The money is used to pay for officers' overtime, the purchase of equipment, as well as anything that is a need in addition to the regular monies that are budgeted for our drug enforcement.

I have been a police officer for almost twenty-six years, right here in Adrian, my home town. I was born here and reared here. I've dealt with crime, burglaries, murder, robberies, and criminal sexual conduct complaints; but just recently, my own home was burglarized. The items taken in my home were items that could be quickly fenced or sold for some quick cash, which is the standard method of operation for drug users. On the particular day that my home was burglarized, there were five other homes burglarized in the area; and the method of operation was the same. They broke in and stole electronic equipment, and other items that are easily converted into quick cash. More than likely, quick cash to be used to buy some form of cocaine. I share a better feeling of emphathy for the victims of crime now that the sanctity of my home has been violated.

A couple of years ago in the City of Adrian, an individual went to a local party store and committed an armed robbery. This man was in such a hurry to leave, that he forgot to take his car. We found his wallet, driver's license and identification lying in the front seat. After we apprehended him, we later found out that he had run directly to a crack house and spent the entire amount of money that he had stolen to buy crack cocaine. I guess you could say that there is a humorous side to that. Apparently Paul Harvey thought that it was funny. He picked up on the story and used it as a closing comment on his famous twelve o'clock nationwide news broadcast.

March 6th of this year, I sent a detective to the Adrian Temporary Prison Facility to interview this individual to get his thoughts and his ideas about drugs and about the drug problem in the city of Adrian. I have included the two page interview in this report to the Sub-Committee. One of the comments he made was in response to the question, "How easy is it to get drugs in Adrian?" His answer was, "Just like everywhere else." The interviewer then asked, "Is the enforcement of drugs in Adrian making it difficult for people to get drugs? In the latter part of the 80's, did it make it difficult?" His answer was no. "I think it is important. It is not only people on the streets. It could be people in higher positions. Let's face it. It is reality. It's not just the people in the streets that are handing the drugs out. We can't just look at one type individual." I guess we think that we are doing a job or holding back the tide; but to hear his comments, there are people that we're not even addressing. We're looking at the street people, not the man apparently that's making all of the money. There needs to be some sort of relaxation to allow law enforcement personnel some options that we presently cannot use. (Perhaps wire tapping to get at this individual who is using everybody else for his own profit.)

The Adrian Police Department is in the process of hiring a police officer to work the streets of Adrian. That process is very lengthy and includes a written examination, an oral exam, a physical skills test and a physical examination. In addition to these tests, every candidate that's being considered for employment must go through a state of Michigan approved laboratory for drug testing urinalysis. The city of Adrian must bear most of the burden of this expensive testing process.

I think that there needs to be more of an exchange of information between federal, state, and local governments on the current "method of operation" for drug trafficking by both users and dealers. If we could find out what other cities are experiencing and how they are dealing with drug related crimes, the information we get and the things that we learn might help to prevent the unnecessary spread of this social evil. We need a central computerized network and extensive law enforcement publications to detail current information to help us. Being able to access this kind of information through our current L.E.I.N (Law Enforcement Information Network) would also be a plus. Bad guys have unlimited resources. I'm sure they must have something in the area of research and development. We hear horror stories of how criminals in prison are being taught how to disarm police officers, so that when they get out there is less chance of them getting captured. Shouldn't the "good guys" at least be able to share information too?

We've had a youth safety officer at the Adrian Police Department for over thirty years. Years ago, the youth officer covered everything from kindergarten through high school. Every kid in Adrian knew this youth safety officer. He was a big heavy set, roly poly, jolly type guy, and his name was P.J. These kids grew up with P.J. He would put on safety lectures. He wasn't talking drug lectures then, he was talking about bicycle safety and crossing the streets at the corners, and those children grew up with that. Their relationship with a uniformed officer was one of respect. P.J. has since retired and our youth safety officer today, unfortunately, only concentrates on the Adrian High School because the volume of serious crime there needs his attention.

What we need in Adrian is a youth safety officer that deals with kindergarten through middle school. We have asked the school system to cooperate in funding on a 50-50 match. At this point in time, they have not agreed to do so. We have been trying for several years to get something like this going. We can't afford to take more people off the street and put them into these special programs because our crime rate has increased. Over the last twenty years, our incident of crime has doubled. We are answering almost 15,000 complaints a year now with the same number of officers we've had for the last two decades. We need to have a juvenile officer or an officer in uniform to go to the school system and teach these kids about drugs on an education and prevention basis. The old adage "an ounce of prevention is worth a pound of cure" certainly applies here. Children today are smart. When they hear the anti-drug message from an educator as opposed to a uniformed police officer, I don't think it has much impact. Police officers who work the streets, know what the dealers are doing. To deal with the problem directly, I think, would have more of an impact on the street smart kids of today.

The Michigan State Police now have officers administering the Operation D.A.R.E program in the public school system in Adrian. We are educating fifth graders, junior high and senior high young people on the negative impact that drugs and alcohol can have in their lives.

Personally, I believe that we should begin educating young people in kindergarten. By the time the children get to junior and senior high school, most of them have already established the values that they will live with the rest of their lives. By focusing on the younger ages, we can not only have a longer opportunity to teach them of the destructive effects of drugs and alcohol but we would be reaching a larger audience as well. A lower percentage of our young people are in regular attendance at the high school level while more elementary age children are in classes on a daily basis.

Child molestations crimes are a growing concern for our youth safety officers. We now experience 3 or 4 cases a week - and that's really sad! We could have uniformed officers teaching these youngsters about traffic safety, child and sexual abuse (the good touching / bad touching concepts) as well as substance abuse.

We can make a difference in Adrian! BUT, we need your help and support. For several weeks now we have been cooperating with the General Accounting Office giving them statistics and data which I'm sure have been, or will be made available to your committee. As you will read in that information, Adrian has a large problem with marijuana. We also have a battle with cocaine and other drugs as well. The conditions that exist in Adrian are symptomatic of the growing problem that we are having with substance abuse in the United States. We must declare war on these types of abuses and crimes.

A couple of months ago, the mayor of the city of Adrian, the district judge, the sheriff, leaders of the community and I were invited to participate in a panel discussion at Siena Heights College. In response to a question regarding government efforts to stop substance abuse and related crimes, a fellow panel member responded, "if we are in a war, we have yet to fire the first shot." Would you please help us not only "fire the first shot" but also put an end to this tragic epidemic that plagues our community and nation?

Please help us attain the necessary information and resources to fight and WIN this war!

My thanks to you, Senator Nunn, and to the distinguished members of this committee for allowing us to be heard.

INTERVIEW WITH [redacted] AT ADRIAN TEMPORARY FACILITY MARCH 6, 1990.

Q: [redacted], you are currently incarcerated at the Adrian Temporary Facility.
A: Right.

Q: On November 3, 1987, you were arrested in the City of Adrian for Armed Robbery.
A: Unarmed.

Q: This case made the Paul Harvey radio program. Was it a fact that it was involving drugs - crack, cocaine. When you got the money from the place what did you do or where did you go.
A: It wasn't just going up and basically robbing the place because I needed drug money. It was a fact that occurred that particular day where my wife went to the hospital earlier that morning. I was with her from 6 o'clock in the morning until 2 o'clock in the afternoon at the hospital. She had a major operation. She woke up in total pain. It kind of messed me up to see that so I just kind of got very tense about it and went and got drunk. The next thing I know, I am in this gas station and that's basically it. It wasn't like I went into the gas station to rob it for drugs. It was basically I was drunk and what happened that day. It really threw me off. I was just feeling bad about what happened to her. Not like justifying things. Not under self-control on how to handle that situation. It wasn't like I was on cocaine at the time I did this. I was drunk due to the problems I was having. After that, I just used the money for cocaine. That particular day, it was just the spur of the moment situation. I was just under the influence. We all have personal problems in our lives. We do things we regret later. Also, we learn from these experiences. Drugs has been a major problem in my life as far as useage.

Q: You have been arrested several times - three or four. Have drugs usually played a part before this last incident.
A: Yes.

Q: If you had never used drugs, do you think you would have experienced the trouble you have been in.
A: I could answer that two ways. It is a person's choice whether they want to buy it or not. You could educate people. When you are around certain individuals and grow up around things. You see your mother doing it. You see your best friends doing it. I grew up in Detroit. My mother, she doesn't mind me talking about it, she did time before. I lived with my grandmother. My mother had a drug problem. I never saw my dad not even up until this day. Look at my situation and my surroundings . I feel from my personal problem the question you asked, the people you are acquainted with and the choices you make. Talking about Paul Harvey, maybe because I left my car on the scene was because I was scared. It wasn't because I was high out of my mind. That was 2½ to 3 years ago. I know I was wrong. I know what the problem was involved in this. It wasn't like I was out there every day having to have drugs to make it. It was the type situation where do it right then and there. It wasn't like every day and every day and every day. If that was it, I wouldn't have been able to perform at my job at Regis Salon. It is just the choice we make. Drugs are a major problem in

our society.

Q: What do you think it is going to take here in the City of Adrian to curtail this problem. What solution do you have. What advice do you have that you can give to help the young people in Adrian.

A: Well, it could be a number of things. Personally, I feel drug treatment centers are helpful. You get people that will show an example to young children but to show them you do care. Show them that you are not knocking them because they use drugs, but that you care about helping them. I would have to say consistency is a part of caring. Education definitely has to be a key to helping. Getting involved. See what you like to do. What are your goals in life. Encourage them. You can use me as an example. It would be a good example, look what happened to him. I think to start looking at it more positive more than to look at the negative. We have a problem with that in society.

Q: In your opinion, what percent in the City of Adrian of crime was involving drugs. Just to your knowledge.

A: I would say at least 65%. If course, you know I have been here three years. It could be worse. They have this new stuff out called ice. It is sad, if something doesn't happen, it will get worse. You ain't seen nothing yet. A drug more powerful than crack cocaine and cheaper. You are going to have to find something to help the younger generation. Experience speaks for itself. This will never happen to me.

Q: How easy is it to get drugs in Adrian.

A: Just like everywhere else.

Q: Is the enforcement of drugs in Adrian making it difficult for people to get drugs. In the latter part of the '80's did that make it difficult.

A: No. I think it is important, it is not only people in the streets, it could be people in higher positions. Let's face it, it is reality. Not just the people in the streets that are handing these drugs out. You can't just look at one type individual.

Q: If you could give a piece of advice to the young people in the City of Adrian, what would it be.

A: Find a good church to go to. That's where it all starts from. That's where all our problems start from, the unseen. Find a good church. Get around some good caring people. Get a strong foundation and everything else will fall in place. We know we need more rehabilitation. You know we have people that need to be locked up. People are just getting right back out and doing the same thing. It can't just be lock them up and send them back out without help. Some of these people are just doing it to get out. Some are trying to help themselves. Get a lot of people together that used to use drugs. It might be to bring a good support group into the prison like AA and talk to people already in. I mentioned to Mayor Berryman they need to have kids from the high school coming in for some kind of example. I hope that maybe you can be successful in helping the young people. Consistency and encouragement and show some kind of caring. I think that would help. I am going to JCC. I work at the Barber Shop here. I am going into advertising when I get out. I grew up on my own. Ran away from home. Drugs have been my problem. I want to start over. I have some backing in Lansing. Some people want to help me out in getting me a management position in Jackson.

UNITED STATES SENATE

PERMANENT SUBCOMMITTEE ON INVESTIGATIONS

STATEMENT BY WENDY STANEK

MONDAY, MARCH 19, 1990

Good morning, Mr. Chairman and Members of the Subcommittee. My name is Wendy Stanek. I am a working mother of seven who lives in Crystal Falls, Michigan. I want to thank you for the opportunity to be here today to discuss the impact that drugs have had on my community and how I decided to help local law enforcement to fight back against this problem. With me today are Lieutenant Bill Johnson and Detective Russ Hetzell of the Upper Peninsula Substance Enforcement Team, otherwise known as UPSET.

Crystal Falls is a small town of 1500 people, located in the western portion of Michigan's Upper Peninsula. I was born and raised in Crystal Falls and I have lived there all my life. The Crystal Falls that I live in today, though, is nothing like the Crystal Falls that I grew up in. The reason for that is simple -- drugs. When I was a high school student in Crystal Falls I didn't know anyone who was using drugs. Sure, kids drank alcohol, but no one I knew was doing drugs. Today, drug abuse is a major problem among Crystal Falls' teenagers.

When I was growing up in Crystal Falls, I didn't know anyone was involved in selling drugs. Today in Crystal Falls, over 23 people have been indicted for trafficking and delivery of cocaine and marijuana. The people who have been indicted range from construction workers and laborers to a nurse's aide to a counselor at a house for troubled youth. One of them was even a lifelong friend of mine.

Don't get me wrong, though. The drug problem in Crystal Falls did not happen overnight. It has been building up for the last seven to eight years. And what has been so frustrating has been that for all this time, no one has wanted to admit that there was a problem. Everyone was just hoping that it would go away -- but it didn't. Perhaps if we had faced up to the problem years ago, then some of our community's children might still be alive today, including my son.

About five years ago is when I first came to realize the extent of the drug problem in Crystal Falls. It seemed like all the kids in town knew who was using drugs and who was selling them. At that time I literally got into fights with people that I knew were selling drugs to kids. All they did, though, was laugh at me and ask me, "What are you going to do about it?" And they were right -- there didn't seem to be anything that anyone could or would do about it. I went to the city police and to the county prosecutor. They were sympathetic, but they basically told me there was nothing they could do to stop this problem -- they just didn't have the resources.

Then, in June 1989, came the event which led me to the decision that I had to become personally involved in trying to stop this menace. My son Ryan would have turned 16 on June 30, 1987. He died a few days before his birthday when the car he was riding in with some friends crashed after one of the friends grabbed hold of the steering wheel. After the accident, the police returned to me what they thought was my son's clothing. What they gave me, though, actually belonged to another boy who had been in the car. Tucked in one of this boy's shoes, I found a marijuana pipe. No investigation was ever done, though, to determine if any of the kids had been using marijuana prior to the accident and no charges were ever filed against anyone. Once again, no one wanted to face up to the problem.

I finally decided that even if no one else wanted to do anything about the drug problem in our community, at least I would try. I went to a friend of mine in the Sheriff's Department and asked him what I could do. He basically told me that there was not much that I could do but to keep my eyes and ears open. So I started keeping a log of all the drug activity that I was noticing around town. I did this for about six months to a year until my friend informed me of a special unit which had just been established to fight drugs in the Upper Peninsula. It was at that time that I met Detective Hetzell and the other members of the UPSET team. I have to say that the creation of this UPSET team was like a godsend.

After meeting with Detective Hetzell, I volunteered to work undercover for the UPSET team. What I did, basically, was just go out and start buying drugs. On almost every occasion when I purchased drugs, I was accompanied by Detective Hetzell. On those few occasions when I made a purchase by myself, I was wearing a wire which was being monitored by an officer in a back-up vehicle.

My first purchase of drugs was from a teenage kid my son knew. Detective Hetzell accompanied me on this occasion. What amazed me was that the kid didn't even ask me who this guy was that was with me. He didn't even care -- he just sold me the drugs in front of a total stranger. In fact, there was hardly anyone out of the more than twenty people that we bought drugs from who ever bothered to ask who Russ was.

After this first purchase, I just hit up one person after another, and I found out that it was easy as pie to get drugs. If the person I hit up on couldn't get me drugs, he usually knew somebody who could. During the time when we were making our purchases, we must have approached about 50 people to buy drugs. Out of those 50 people, only one told us flat out no. And it wasn't just marijuana that we were buying -- in fact, it was probably easier for us to buy cocaine than it was to get marijuana. I think I could have gotten just about any kind of drug I wanted.

What struck me also was that everything was done so openly. I purchased drugs from people in their own homes, in cars parked right out on the street, and in public parks. They even brought the drugs to my house. It got to be so bad that after it had become known that I was buying drugs, I had people calling me out of the blue offering to sell me drugs. In fact, on a couple of occasions the UPSET team was unable to get me the buy money on time, so I just wrote a personal check out to these people for the purchase of drugs -- and it didn't matter to them one bit.

What really sickens me, though, is that a lot of these people had kids of their own. The kids knew exactly what their parents were doing, but the parents didn't care -- they sold the stuff right in front of the kids. One time I went to a guy's house to buy drugs. As I walked into the house, the guy's little boy came up to me and told me, "My dad's only got an ounce left." This little boy was in the first grade. Another time I went to buy drugs from a woman. The woman's little four-year-old girl took the cocaine out of her mother's pocket and tried to give it to her. The woman thought it was so cute that the four-year-old knew what it was.

I am proud to say that my own children had a different attitude. Because the UPSET team was concerned about not compromising our operation, I was not allowed to tell my own children what I was doing. It got to the point though that my own kids thought I was dealing drugs and that Russ was also a dealer. One of my kids would always be home from school -- they were watching me. Finally, my 15-year-old son, Jamey, told me, "Keep your druggy buddies out of our house." They were getting angry with me, but I'm proud now that they were.

I am proud of them because all of this drug activity is destroying the scruples and morals of our community. During the time that we were making our drug buys, a 17-year-old boy committed suicide by shooting himself in the head. After the other kids in school found out about it, they all ended up gathering at my house. In the middle of all this, a woman that I had approached earlier about buying some cocaine, came to the house anxious to make the sale. I told her, "This kid just shot himself," but she didn't care about that -- all she cared about was making her sale.

I think the most important thing we have to do to attack this drug problem is to get people to start caring. Drugs are not just a problem in Detroit and other big cities. Drugs are a problem in the rural areas of this country. Our six-month undercover operation led to the arrests of over 23 people in Iron County, Michigan. While that may not seem like a lot of arrests for six months of work by Detroit standards, where I come from that is incredible.

Once it became known that I had been doing this on behalf of the police, the reaction I got was very positive. I got a box of chocolates one day, with a note that read, "Thank you, Wendy, for saving our kids." I've had kids come up to me and tell me I'm their reason for "saying no." I've had a couple of threats against me and my children, but I don't care -- people have to stand up and do something.

What our operation has shown is that it doesn't matter where you live -- drugs are everybody's problem. And they will be here to stay unless we all do something about it.

Thank you, Mr. Chairman, for the opportunity to testify today. If you have any questions, I would be happy to answer them.

* * *

UNITED STATES SENATE
PERMANENT SUBCOMMITTEE ON INVESTIGATIONS
STATEMENT BY ROBERT BROWN, JR., DIRECTOR
MICHIGAN DEPARTMENT OF CORRECTIONS
DETROIT, MICHIGAN
MONDAY, MARCH 19, 1990

I WANT TO THANK THE SUBCOMMITTEE AND SENATOR NUNN FOR THE OPPORTUNITY TO GIVE YOU AN IDEA ON WHAT THE IMPACT OF DRUG ABUSE AND DRUG RELATED CRIME HAS BEEN ON THE MICHIGAN DEPARTMENT OF CORRECTIONS. IN MICHIGAN, THE DEPARTMENT OF CORRECTIONS IS RESPONSIBLE FOR PROBATION AND PAROLE SUPERVISION IN ADDITION TO COMMITMENTS TO PRISON OF ADULT FELONY OFFENDERS, WHILE COUNTIES RETAIN THE RESPONSIBILITY FOR COMMITMENTS TO JAILS. BEFORE I SPEAK TO YOU ABOUT DRUG RELATED CRIMES SPECIFICALLY, LET ME GIVE YOU A BRIEF DESCRIPTION OF WHAT HAS HAPPENED TO THE DEPARTMENT OVER THE LAST FIVE YEARS.

DURING THE PERIOD OF 1982 THROUGH 1988, TOTAL ANNUAL CONVICTIONS

ROSE 41.2% FROM 20,594 TO 29,080. HOWEVER, COMMITMENTS TO PRISON ROSE 74.0% FROM 6,155 TO 10,710. WE DON'T HAVE THE CONVICTION DATA FROM THE COURT'S FOR 1989, BUT INTAKE TO PRISON WAS 12,759 OR 19.1% HIGHER THAT 1988. SINCE 1982 WE HAVE INCREASED PRISON CAPACITY BY 12,353 BEDS OR 93.5% FROM 13,211 TO 25,564. UNFORTUNATELY, THE PRISONER POPULATION HAS GROWN 124.1% FROM 13,180 TO 29,533 AS OF MARCH 2, 1990.

THE CURRENT SYSTEM HOUSES 4,000 MORE PRISONERS THAN WE HAVE RATED CAPACITY FOR. OUR CURRENT POPULATION PROJECTION IS THAT IF THERE ARE NO CHANGES IN SENTENCING PRACTICES OR POLICIES, THE POPULATION WILL GROW TO 47,000 BY THE END OF 1992. IN 1985, THE STATE EMBARKED ON A PRISON CONSTRUCTION PROGRAM THAT WHEN COMPLETED IN 1992 WILL HAVE ADDED 18,130 BEDS TO THE SYSTEM, AT A COST OF $900 MILLION, BUT THE INTAKE HAS CONSISTENTLY OUTSTRIPPED THE OPENING OF NEW BEDS AND BY THE END OF 1992, WE WILL HAVE 16,000 MORE PRISONERS THAN CAPACITY. IN ADDITION, THE STATE WILL HAVE TO BEGIN THE REPLACEMENT OF 6,000 BEDS IN TEMPORARY POLE

BARN STRUCTURES. ATTACHMENT A IS A COPY OF THE LATEST POPULATION PROJECTIONS THROUGH 1992, ATTACHMENT B IS THE CAPACITY EXPANSION SCHEDULE, ATTACHMENT C IS A TABLE WHICH SHOWS THE LEVEL OF OVERCROWDING BY TYPE OF PRISON, AND ATTACHMENTS D AND E ARE MAPS SHOWING THE LOCATION OF EXISTING FACILITIES AS WELL AS FACILITIES AUTHORIZED FOR CONSTRUCTION.

WHILE A GREAT DEAL OF THE STATE'S RESOURCES ARE COMMITTED TO THE OPERATION OF PRISONS, THE NUMBER OF PEOPLE UNDER SUPERVISION IN THE COMMUNITY IS AT AN ALL TIME HIGH. THERE ARE 54,687 PEOPLE IN THE COMMUNITY UNDER PROBATION OR PAROLE SUPERVISION OR IN THE COMMUNITY RESIDENTIAL, PRE PAROLE RELEASE, PROGRAMS. THIS POPULATION HAS GROWN 28% SINCE 1982. ATTACHMENT F SHOWS THE BREAKDOWN BETWEEN INSTITUTION AND COMMUNITY SUPERVISION.

THE PRIMARY PURPOSE OF PRISON SHOULD BE THE PROTECTION OF THE PUBLIC THROUGH THE ISOLATION OF VIOLENT AND REPEAT PROPERTY OFFENDERS. A LARGE PORTION OF THE INTAKE IS FOR NON VIOLENT

OFFENSES ACCOUNTED FOR 51.9% OF THIS INCREASE. ALL DRUG OFFENSE COMMITMENTS HAVE INCREASED 1,313 OR 241.8% FROM 1986 TO 1988 WHILE ALL OTHER CRIMES INCREASED 1,222 OR 16.0%. DRUG DELIVERY AND DRUG MANUFACTURING SENTENCES HAD THE LARGEST INCREASES, BUT POSSESSION OF DRUGS HAS ALSO SEEN A LARGE INCREASE IN THE LAST TWO YEARS. THIS TREND HAS CONTINUED IN 1989 AND THERE IS NO REASON TO EXPECT ANY DECREASE IN COMMITMENTS FOR DRUG OFFENSES IN 1990. APPROXIMATELY 80% OF THE PEOPLE WHO ENTER STATE PRISON HAVE HAD SOME LEVEL OF SUBSTANCE ABUSE (DRUGS OR ALCOHOL) WHICH WE SUSPECT HAS CONTRIBUTED TO THEIR CRIMINALITY. CLEARLY, THE PRISON SYSTEM IS FEELING THE AFFECTS OF THE "WAR ON DRUGS".

LASTLY, I WANT TO SAY A FEW WORDS ABOUT THE CRIMINAL JUSTICE SYSTEM IN THIS STATE AND THE NATION. AGAIN, WE AS A SOCIETY CANNOT AFFORD TO USE OUR COSTLY PRISON SPACE FOR NON VIOLENT OFFENDERS AND WE HAVE TO GET SERIOUS ABOUT DEVELOPING LESS COSTLY SANCTIONS THAT BOTH PUNISH AND OFFER A CHANCE OF REHABILITATION. IT COSTS AN AVERAGE OF $21,000 PER YEAR TO HOUSE A PERSON IN

OFFENDERS. WHILE WE NEED TO PROTECT OURSELVES FROM THESE OFFENDERS, WE HAVE TO BEGIN TO GET SERIOUS ABOUT DEVELOPING OTHER APPROPRIATE OPTIONS FOR DEALING WITH THESE TYPES OF OFFENDERS.

IN THE FIRST SIX MONTHS OF 1989, PERSONS CONVICTED OF NON ASSAULTIVE OFFENSES, INCLUDING MINOR DRUG OFFENSES, MADE UP 66.1% OF OUR COMMITMENTS WITH MINIMUM SENTENCES OF LESS THAT 24 MONTHS. ATTACHMENT G IS A SUMMARY OF THE DISTRIBUTION OF 1989 INTAKE THROUGH JULY BY OFFENSE AND 4 DIFFERENT MINIMUM TERM LEVELS: 0-12 MONTHS, 13-24 MONTHS, 120+ MONTHS AND LIFE. THESE CATEGORIES WERE CHOSEN TO COMPARE THE SHORT TERM AND LONG INDETERMINATE SENTENCES.

NOW, LET ME TALK A LITTLE ABOUT THE SPECIFIC AFFECTS OF DRUGS AND DRUG RELATED CRIMES ON THE DEPARTMENT'S PRISON SYSTEM. ATTACHMENT H SHOWS THE ANNUAL INTAKE OF DRUG OFFENSES AND ALL OTHER OFFENSES FOR CALENDAR YEAR 1986 THROUGH AUGUST 1989. TOTAL INTAKE INCREASED 2,531 (30.9%) FROM 1986 TO 1988 AND DRUG

STATE PRISON. I AM NOT SAYING OUR STATE DOESN'T NEED PRISONS; THEY DO PROVIDE SOCIETY WITH SOME RESPITE FROM PERSISTENT OR DANGEROUS CRIMINALS THE FEAR OF CRIME IN OUR NATION AND STATE DESTROYS THE QUALITY OF EVERYONE'S LIFE; AND PRISON SOMETIMES GIVES US A PIECE OF MIND.

BUT HAVING SAID THAT, I HAVE TO SAY THAT IF WE CONTINUE MAJOR INVESTMENTS IN PRISONS, WE ARE MAKING A BAD INVESTMENT. THIS IS BECAUSE A BETTER INVESTMENT IS TO FIND SOME WAY SO THAT YOU WON'T NEED SO MANY PRISONS. PRISONS ARE A SIGN THAT YOU HAVE ALREADY LOST THE GAME. SOCIETY HAS LOST TWICE--FIRST BY THE CRIME THAT RESULTED IN IMPRISONMENT AND AGAIN BY THE COSTS INVOLVED IN HOUSING THAT CRIMINAL.

HOW DO WE END THE CYCLE OF CRIME GENERALLY AND DRUG ABUSE AND RELATED CRIMES SPECIFICALLY? WE CAN'T DO IT OVERNIGHT. THE PEOPLE COMING INTO PRISON TODAY ARE ALREADY DAMAGED, AND AS A RESULT, WE HAVE TO DEAL WITH THEM IN THE CRIMINAL JUSTICE SYSTEM.

WHAT WE REALLY NEED IS TO CUT DOWN ON PRODUCING NEW CRIMINALS, BUT I'M NOT TELLING YOU ANYTHING NEW. A HUNDRED YEARS AGO RALPH INGORSOLL SAID, "IF YOU WANT TO ELIMINATE CRIME, YOU HAVE TO ELIMINATE THE CONDITIONS THAT CAUSE IT".

WHAT ARE THOSE CONDITIONS? I HAVE WATCHED PEOPLE COMING TO PRISON FOR 29 YEARS AND THEY HAVEN'T CHANGED. THE PEOPLE COMING ARE YOUNG; THEY ARE OUT OF SCHOOL AND INTO DRUGS; THEY DON'T HAVE A SKILL AND NEVER WORKED AT A JOB WORTH MENTIONING; A LOT OF THEM CAN'T READ OR WRITE; MANY HAVE JUVENILE CRIMINAL HISTORIES; TOO MANY ALSO HAVE MENTAL HEALTH PROBLEMS; AND PROBABLY MOST IMPORTANTLY, MOST OF THEM COME FROM WHAT WE CURRENTLY CALL DYSFUNCTIONAL FAMILIES, UNITS WITHOUT STRUCTURE OR STABILITY. MOST OF OUR PRISONERS ARE BLACK OR HISPANIC AND COME FROM OUR LARGER CITIES.

I REALLY THINK THE MAIN PROBLEM IN TRYING TO PREVENT CRIME IS THAT THE PAYOFF IS SO SLOW, THAT WE GIVE UP ON IT. THE SEEDS FOR

SERIOUS CRIMES PEOPLE WILL COME TO PRISON FOR THIS YEAR AND NEXT YEAR AND THE YEAR AFTER THAT WERE SOWED YEARS AGO; WHEN THESE SAME PEOPLE WERE DENIED THE QUALITY CARE THEY SHOULD HAVE HAD AS CHILDREN, WHEN THEY WERE MISTREATED OR NEGLECTED WHEN THEY WERE VERY YOUNG, WHEN WE FAILED TO BREAK THE CYCLE OF POVERTY THAT HAD DOGGED THEIR PARENTS AND PERHAPS, EVEN, THEIR PARENTS BEFORE THEM. THE SEEDS WERE SOWN WHEN WE THREW UP OUR HANDS AND SAID, "THE PROBLEM IS NOT SOLVABLE!".

I KNOW WHAT HAPPENS WHEN SOCIETY GIVES UP, WHEN IT LOOKS FOR THE CHEAP AND EASY FIX, WHEN IT PAYS ATTENTION TO THE END RESULT OF CRIME INSTEAD OF LOOKING AT THE CAUSE, AND THEREFORE, THE REAL SOLUTIONS. WE MUST IMPROVE THE QUALITY OF LIFE IN OUR URBAN AREAS; NOT JUST DETROIT, BUT CITIES LIKE FLINT, BAY CITY, SAGINAW, LANSING, BENTON HARBOR. IF WE AS A SOCIETY DON'T MAKE THE INVESTMENT IN OUR YOUTH, WE WILL BE BUILDING PRISONS WELL BEYOND THE YEAR 2000.

IF THE COMMITTEE OR YOUR STAFF WOULD LIKE ANY ADDITIONAL INFORMATION, MY STAFF WILL BE GLAD TO PROVIDE IT TO YOU. JUST CONTACT GREG OWEN OF MY STAFF (517-373-0720).

ATTACHMENT A

Table 3

Projected Population and Capacity

Run Date: 10/30/89

End of Month	Capacity	DOC Population Projection	Subtract CRP Pop	Adjusted Prison Population Projection	Capacity - Adjust. Pop
12/88	21,344		2,297[a]	25,377[b]	-4,033
1/89	21,504		2,391	25,491	-3,987
2/89	22,081		2,331	25,884	-3,803
3/89	22,081		2,351	26,547	-4,466
4/89	22,721		2,407	26,785	-4,064
5/89	22,721		2,468	27,216	-4,495
6/89	22,721		2,457	27,515	-4,794
7/89	23,333		2,317	27,940	-4,607
8/89	23,986		2,287	28,283	-4,297
9/89	24,598		2,398	28,451	-3,853
10/89	24,598	31,039	2,400	28,639	-4,041
11/89	24,598	31,410	2,400	29,010	-4,412
12/89	24,598	31,767	2,450	29,317	-4,719
1/90	24,598	32,053	2,450	29,603	-5,005
2/90	25,238	32,515	2,500	30,015	-4,777
3/90	25,638	33,141	2,500	30,641	-5,003
4/90	25,638	33,683	2,500	31,183	-5,545
5/90	25,638	34,150	2,550	31,600	-5,962
6/90	26,038	34,633	2,550	32,083	-6,045
7/90	26,038	35,019	2,550	32,469	-6,431
8/90	26,038	35,290	2,600	32,690	-6,652
9/90	27,706	35,713	2,600	33,113	-5,407
10/90	27,706	36,093	2,600	33,493	-5,787
11/90	27,706	36,647	2,650	33,997	-6,291
12/90	27,706	37,188	2,650	34,538	-6,832
1/91	27,826	37,540	2,700	34,840	-7,014
2/91	27,826	38,063	2,700	35,363	-7,537
3/91	27,826	38,808	2,700	36,108	-8,282
4/91	28,306	39,444	2,750	36,694	-8,388
5/91	28,306	39,971	2,750	37,221	-8,915
6/91	28,306	40,580	2,750	37,830	-9,524
7/91	28,386	41,074	2,800	38,274	-9,888
8/91	28,386	41,399	2,800	38,599	-10,213
9/91	28,386	41,890	2,850	39,040	-10,65[illegible]
10/91	28,998	42,340	2,850	39,490	-10,492
11/91	28,998	42,864	2,850	40,014	-11,016
12/91	28,998	43,428	2,900	40,528	-11,530

(Continued)

ATTACHMENT A (Continued)

VC

Table 3 (Continued)

End of Month	Capacity	DOC Population Projection	Subtract CRP Pop	Adjusted Prison Population Projection	Capacity - Adjust. Pop
1/92	31,060	43,780	2,900	40,880	-9,820
2/92	31,060	44,318	2,950	41,368	-10,308
3/92	31,060	45,083	2,950	42,133	-11,073
4/92	31,060	45,729	2,950	42,779	-11,719
5/92	31,060	46,260	3,000	43,260	-12,200
6/92	31,060	46,937	3,000	43,937	-12,877
7/92	31,060	47,456	3,050	44,406	-13,346
8/92	31,060	47,801	3,050	44,751	-13,691
9/92	31,060	48,311	3,050	45,261	-14,201
10/92	31,060	48,856	3,100	45,756	-14,696
11/92	31,060	49,467	3,100	46,367	-15,307
12/92	31,060	50,121	3,150	46,971	-15,911

[a] To project BCF prison population, CRP figures must be subtracted from the model projections. CRP figures are actual through September, 1989 and estimated thereafter by the BFS Community Programs Division.

[b] Adjusted Prison Population Projection figures through September, 1989 are actual, and from October forward are projected. These numbers do not include Special Alternative Incarceration (SAI) figures.

Table 4

ATTACHMENT B

PRISON CAPACITY EXPANSION SCHEDULE
Run Date 10/30/89

BY END OF MONTH	EVENT	ADDS	CAPACITY	POPULATION	CAP-POP
	Start—January 1, 1985		12930	13162	-232
12/85	During Calendar 1985	2437	15367	16003	-636
12/86	During Calendar 1986	1417	16784	18836	-2052
12/87	During Calendar 1987	3451	20235	21930	-1695
12/88	During Calendar 1988*	1109	21344	25377	-4033
01/89	160 Bed Unit, Ionia Max.	160	21504	25491	-3987
02/89	Renovation Adjustments	-63			
	Hiawatha Temporary	640	22081	25884	-3803
04/89	Camp Koehler	160			
	Close Camp Chippewa	-160			
	Adrian Temporary	640	22721	26785	-4064
07/89	Brooks Regional	612	23333	27940	-4607
08/89	Chippewa Regional	612			
	New Unit, H.V. Women's	120			
	Renovation Adjustments	-79	23986	28283	-4297
09/89	Carson City Regional	612	24598	28451	-3853
02/90	St. Louis Temporary	640	25238	30015	-4777
03/90	Standish Maximum	400	25638	30641	-5003
06/90	Munising Maximum	400	26038	32083	-6045
09/90	Adrian Regional	612			
	Detroit Regionals	1056	27706	33113	-5407
01/91	Expand Camps	120	27826	34840	-7014
04/91	Expand Additional Camps	480	28306	36694	-8388
07/91	80 Bed Unit, MR Dorm	80	28386	38274	-9888
10/91	Macomb Regional	612	28998	39490	-10492
01/92	Manistee Close Custody	480			
	Baraga Maximum	400			
	Saginaw Regional	612			
	Oakland Regional	612			
	Last Floors, MR I Block	-42	31060	40880	-9820
	Total Capacity Added	18130			

LEAVES OPEN ALL TEMPORARY BEDS

* Includes increases and decreases due to renovation adjustments.

ATTACHMENT C

MICHIGAN DEPARTMENT OF CORRECTIONS

POPULATION STATISTICS SUMMARY

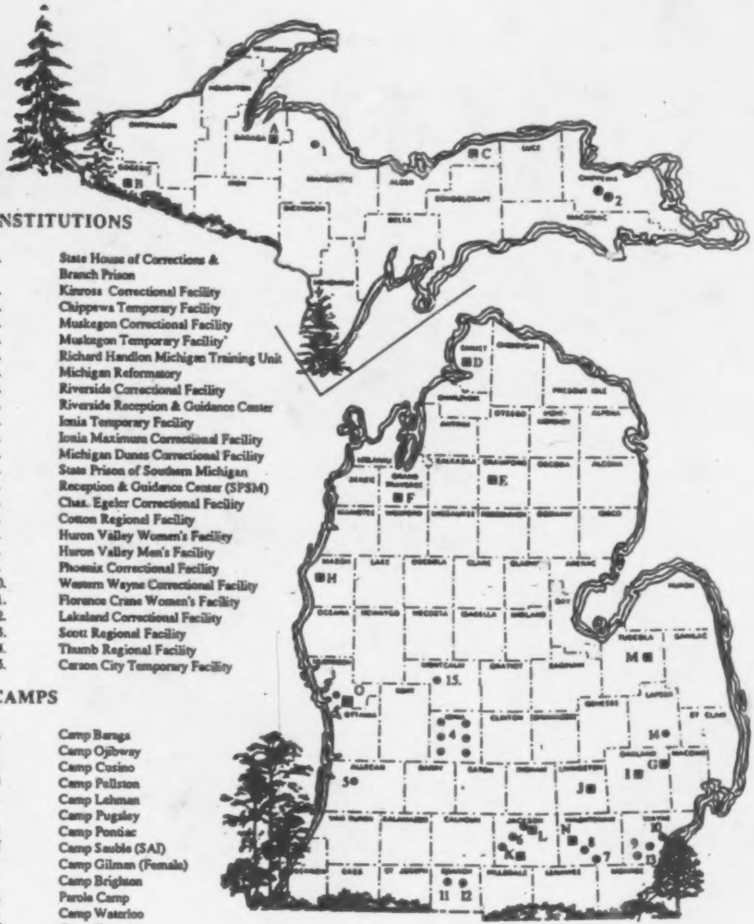
MARCH 2, 1990

FACILITY	CAPACITY	PRISONERS	(UNDER)/ OVER	PER CENT
A. MEN'S FACILITIES				
1. Under Court Order or Statuatory Cap	9148	8996	(152)	98.3%
2. Not Under Caps	15303	19173	3870	125.3
SUB TOTAL MEN'S FACILITIES	24451	28169	3718	115.2%
B. WOMEN'S FACILITIES				
1. Florence Crane	648	644	(4)	99.4%
2. Huron Valley	385	542	157	140.8
3. Camp Gilmore	80	159	79	198.8
SUB TOTAL WOMEN'S FACILITIES	1113	1345	232	120.8%
C. DEPT. OF MENTAL HEALTH	0	19	19	N/A
TOTAL BUREAU OF CORRECT. FACIL.	25564	29533	3969	118.3%
D. COMMUNITY RESIDENTIAL PROGRAM				
1. Men's Facilities	2437	2437	0	0.0%
2. Women's Facilities	236	236	0	0.0
TOTAL COMM. RESIDENTIAL	2673	2673	0	0.0%
TOTAL PRISON POPULATION	28237	32206	3969	114.1%

ATTACHMENT D

MAP

Facilities Operated by the Michigan Department of Corrections (December, 1988)



●INSTITUTIONS

1.	State House of Corrections & Branch Prison
2.	Kinross Correctional Facility
2.	Chippewa Temporary Facility
3.	Muskegon Correctional Facility
3.	Muskegon Temporary Facility'
4.	Richard Handlon Michigan Training Unit
4.	Michigan Reformatory
4.	Riverside Correctional Facility
4.	Riverside Reception & Guidance Center
4.	Ionia Temporary Facility
4.	Ionia Maximum Correctional Facility
5.	Michigan Dunes Correctional Facility
6.	State Prison of Southern Michigan
6.	Reception & Guidance Center (SPSM)
6.	Chas. Egeler Correctional Facility
6.	Cotton Regional Facility
7.	Huron Valley Women's Facility
8.	Huron Valley Men's Facility
9.	Phoenix Correctional Facility
10.	Western Wayne Correctional Facility
11.	Florence Crane Women's Facility
12.	Lakeland Correctional Facility
13.	Scott Regional Facility
14.	Thumb Regional Facility
15.	Carson City Temporary Facility

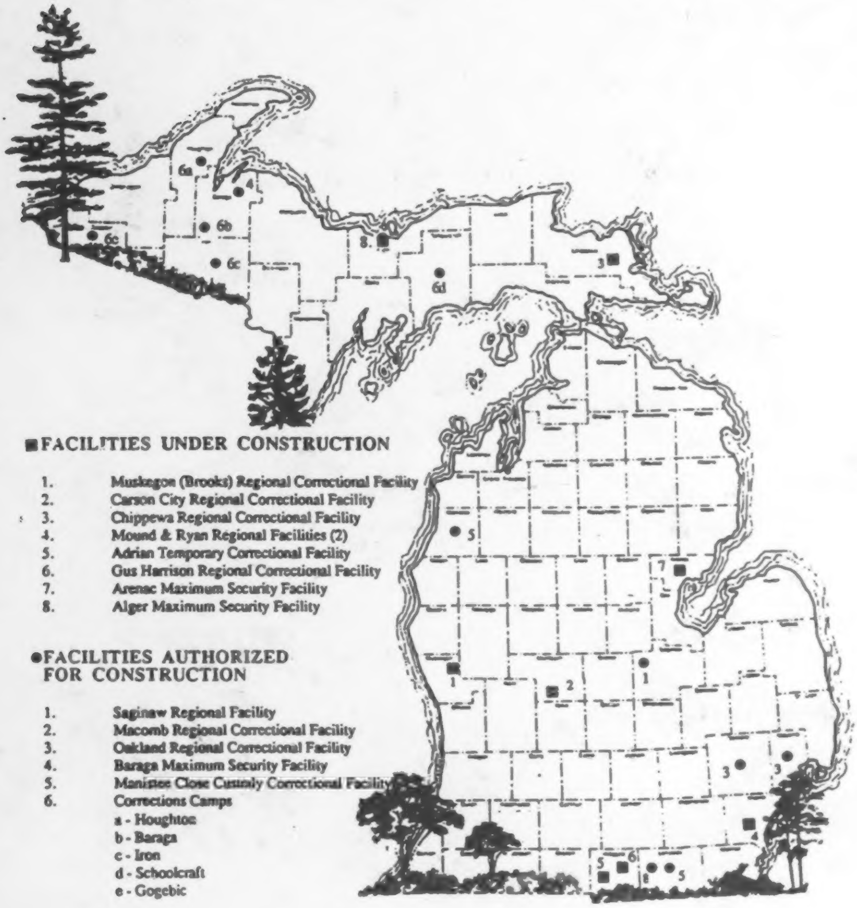
■CAMPS

A	Camp Baraga
B	Camp Ojibway
C	Camp Cusino
D	Camp Pellston
E	Camp Lehman
F	Camp Pugsley
G	Camp Pontiac
H	Camp Sauble (SAI)
I	Camp Gilman (Female)
J	Camp Brighton
K	Parole Camp
L	Camp Waterloo
M	Camp Tuscola
N	Cassidy Lake
O	Camp Muskegon

ATTACHMENT E

MAP

Institutions Under Construction and Authorized for Construction as of March, 1989



■FACILITIES UNDER CONSTRUCTION

1. Muskegon (Brooks) Regional Correctional Facility
2. Carson City Regional Correctional Facility
3. Chippewa Regional Correctional Facility
4. Mound & Ryan Regional Facilities (2)
5. Adrian Temporary Correctional Facility
6. Gus Harrison Regional Correctional Facility
7. Arenac Maximum Security Facility
8. Alger Maximum Security Facility

●FACILITIES AUTHORIZED FOR CONSTRUCTION

1. Saginaw Regional Facility
2. Macomb Regional Correctional Facility
3. Oakland Regional Correctional Facility
4. Baraga Maximum Security Facility
5. Manistee Close Custody Correctional Facility
6. Corrections Camps
   - a - Houghton
   - b - Baraga
   - c - Iron
   - d - Schoolcraft
   - e - Gogebic

ATTACHMENT F

MICHIGAN DEPARTMENT OF CORRECTIONS
POPULATION STATISTICS SUMMARY
COMMUNITY AND INSTITUTIONAL PROGRAMS
MARCH 2, 1990

TYPE OF PLACEMENT	TOTAL	PERCENT
COMMUNITY RESIDENTIAL PROGRAMS	2,673	3.2%
PAROLE SUPERVISION	9,961	11.8
PROBATION SUPERVISION	42,053	49.9
TOTAL COMMUNITY SUPERVISION	54,687	64.9%
INSTITUTIONS	29,533	35.1%
TOTAL UNDER SUPERVISION	84,220	100.0%

Attachment G

DEPARTMENT OF CORRECTIONS
1989 INTAKE THROUGH JULY
MINIMUM TERM DISTRIBUTION BY OFFENSE

Offense/Minimum Term	0-12 Months		13-24 Months		120+ Months		Life	
	#	% Total	#	% Total	#	% Total	#	% Total
A. Drugs								
1. Dealing/Delivery	304	20.8%	309	17.3%	51	10.0%	29	18.8%
2. Possession	210	14.4%	142	8.0%	13	2.6%	7	4.5%
3. Other Drugs	6	.4%	6	.3%	3	.6%	0	0%
Subtotal Drugs	520	35.6%	457	25.6%	67	13.2%	36	23.3%
B. Violent Crimes	149	10.2%	336	18.8%	394	77.4%	118	76.7%
C. Property Crimes								
1. Fraud	121	8.3%	202	11.3%	2	.4%	0	0%
2. Larcency	194	13.3%	260	14.5%	1	.2%	0	0%
3. Other Property	295	20.2%	342	19.2%	30	5.9%	0	0%
Subtotal Property	610	41.8%	804	45.0%	33	6.5%	0	0%
D. Other Crimes	180	12.4%	189	10.6%	15	2.9%	0	0%
Total Intake	1,459	100.0%	1,786	100.0%	509	100.0%	154	100.0%

Attachment H

DEPARTMENT OF CORRECTIONS
DRUG OFFENSES AS % TOTAL INTAKE
1986 THROUGH AUGUST 21, 1989

Offense/Year	1986		1987		1988		3 Year Chge.		1989 YTD	
	#	% Total	#	% Total	#	% Total	#	% Total	#	% Total
A. Drug Offenses										
1. Delivery/Mfg.	404	4.9%	625	6.9%	1,280	12.0%	876	216.8%	1,170	15.7
2. Possession	125	1.5%	227	2.5%	505	4.7%	380	304.0%	463	6.3
3. Other Offenses	9	.1%	13	.1%	48	.4%	39	433.3%	27	.4
4. Life-Delivery/Mfg.	5	.1%	10	.1%	19	.2%	14	280.0%	28	.4
5. Life-Possession	0	0%	4	<.1%	4	<.1%	4	N/A	8	.1
Total Drugs	543	6.6%	879	9.7%	1,856	17.3%	1,313	241.8%	1,696	22.9
B. All Other Crimes	7,636	93.4%	8,198	90.3%	8,854	82.7%	1,222	16.0%	5,739	77.1
C. Total Intake	8,179	100.0%	9,077	100.0%	10,710	100.0%	2,531	30.9%	7,435	100.0

UNITED STATES SENATE

PERMANENT SUBCOMMITTEE ON INVESTIGATIONS

STATEMENT BY JON R. OLSON, SHERIFF

CALHOUN COUNTY SHERIFF DEPARTMENT

DETROIT, MICHIGAN

MONDAY, MARCH 19, 1990

Honorable Senator Sam Nunn, Chairman

Honorable Members of the Government Committee on Investigations

I am honored to be asked to appear before you to discuss the problems created in Calhoun County by our drug crisis. Calhoun County is a mix of rural and suburban bedroom communities and urban cities. The county is as diverse in its make up of some 140,000 people as the types of housing areas. We enjoy a native american population from the Potawatomie Indian tribe, hispanic americans, black or afro-americans, a broad mix of various caucasion national origins and we are now enjoying an influx of Japanese around the Battle Creek metro area.

Calhoun County is comprised of 19 townships, three of which provide a broad range of local services located in the Battle Creek area, 16 rural townships, four villages located along the southern edge of the County (M-60 corridor) and four cities. Battle Creek, located on the western fringe is the largest and surrounds the City of Battle Creek. Albion, the third largest city, is located on the east edge of the County, while Marshall, the county seat, is the centrally located and the smallest.

In the last two decades, Calhoun County has seen the loss of several major manufacturing operations; e.g., Eaton Valve Division, Clark Forklift, Corning Glass and National Biscuit Company to name a few, while others that remain have cut back operations. Over the past ten years we have also witnessed a rebirth of new industry as each of the cities have established industrial parks, the most successful has been the City of Battle Creek. Therefore, our population has remained roughly the same in numbers, while our unadjusted unemployment rate has remained on the high side, currently running 9.2%, as compared to the national average of 5.9%. These figures are for the month of January 1990.

Calhoun County is located in south-central Michigan, with Marshall being located approximately 40 miles north of the Indiana border. The County is bisected east-west by I-69 and north-south by I-94, two major interstate highways. Located on the I-94 corridor, approximately 110 miles west of Detroit, we are nearly half way between Chicago and Detroit.

I have been asked to address the impact of the drug crisis on the Calhoun County Jail. In 1973, Calhoun County undertook a study to build a new jail. At that time the current jail built in 1953, was faced with many structual problems and had fallen out of compliance with state and national standards for its 123 bed structure. The study was completed in 1974 and resulted in a plan for 181 beds. The County applied for federal assistance in building the new facility and was denied as it was "too large". The denial said to reduce it to the 140 to 145 beds and the matter would be reconsidered. Believing in the study, County government retained the designed and in 1978 attempted to gain a voter approved millage which subsequently failed. The cost had gone from $2.5 million in 1974 to $5.3 million in 1978. You ask what does this have to do with the subject at hand? The answer is that all of the planning that was done at that time did not foresee the crisis we are in. Local, state and federal agencies all felt that Calhoun County would never need more than a 181 bed jail facility. The average daily population during this period of time ranged from 80 in 1972 to 98 in 1976. Of 3,592 persons admitted to the jail in 1975, 28% were for misdemeanor offenses and 29% were released in the first 48 hours. There were only 11.5% of the admission charged with a drug offense, (possession, use delivery). The majority were for marijuana related offenses. Cocaine was not among the drugs of use at that time. Heroine was a drug being used among some of the minority population, but it measured less than 1% of the offenders who were admitted to the jail on drug related charges.

Calhoun County spent $1 million in 1984-1985 to remodel the facility and to bring it into compliance with standards, reducing bed space to 112. Since that time the jail has been through one overcrwoding crisis after another. The population has gone from 117 in 1985 to as high as 190+ in 1987. In 1985, 1986, 1987 and 1988, the boarding of inmates was used to control the population. We have had to board inmates as far as Delta County, a three hour trip west of the Mackinaw Bridge, which is a 3½ to 7 hour trip north from Marshall depending on weather and the time of year. In 1989 with the "Jail Emergency Overcrowding Act" being upheld by the Michigan Supreme Court and facing a potential of $900,000+ cost to house inmates in other counties' jails, the Board of Commission eliminated funding to board inmates out to other counties.

As Sheriff, I triggerd the Act in March of 1988. Currently we are in Emergency #13. I have been forced to release 222 inmates early, close the jail to misdemeanor arrests unless committed by a judge, and to close the county jail six time to new admissions unless the offender is charged with an offense in the categories of assault, weapons possession/use, sex offense, drug offense or escape from a jail/prison. I fully expect the jail will close again on April 9, 1990.

The following is quoted material prepared by Dr. Paul Friday, Western Michigan University School of Criminal Justice from the June 1989 study of the Calhoun County Jail:

"Our average daily population has continued to increase faster than overall changes in the crime rate, yet is consistent with the upward trend in serious violent and drug offenses. Overcrowding of our jail is not unique to Calhoun County, it is a national problem according to the Bureau of Justice statistics in 1987. Fully one-fourth of the nations jails were under court order to reduce their population and 60% were facing overcrowding. Calhoun County suffered an 89.7% increase between 1969 and 1987 and a 17% increase in its population between January 1985 and June 1989. Through the use of the Overcrowding Act, there is now an actual limit on the number housed in the County Jail.

There have been some important shifts in the characteristics of the jail population. In addition to the increase in total number, the following is evident:

(1) The proportion of sentenced to unsentenced inmates had changed dramatically. In 1986 the proportion was exactly 50/50. As of June 1989, 67.2% were unsentenced. In terms of daily averages, the number of unsentenced inmates has increased 121%, while the average daily number of sentenced inmates has decreased by 25%.

(2) The proportion of sentenced to unsentenced males has changed significantly. In 1985, 42.9%

of the males were sentenced, whereas in 1989 only 30.9% were sentenced.

(3) Overall, the proportion of females has increased from 5.3% to 7.9%. On the average in 1985, 1/3 of the females (n-2) would be sentenced while 2/3 (n-4) would be unsentenced. In 1989, the total number of females averaged 10 of whom 5 were sentenced and 5 unsentenced.

(4) The proportion of felony to misdemeanor offenders has remained relatively stable with 22% in 1985 and 18% in 1989. It was not possible from the data to differentiate between sentenced and unsentenced, but the drop does reflect the closing of the jail.

THE PATTERN OF CRIME

The crime rate for Michgan, (excluding Wayne County), increased only 10.8% between 1985 and 1988, while the rate for Calhoun County during the same period increased 23.9%. Nationally, the increase has been 8.1%.

Between 1970 and 1980 the Calhoun County population decreased by .3%. However, there was an increase in the number of households by 15%, indicating a degree of social stability so that population changes per se are not impacting either the rate of crime, nor the commitments to jail. Demographers would project that 1980-1990 would not likely see significant shifts and given the economic plans of the county, there could be projected a possible, slight increase.

While population shifts have not been significant, the increase in crime has. Serious crime has increased even more significantly than the overall rates would indicate. Since serious crimes are more likely in urban areas, increases in crime in cities offers a reference point for projecting the jail population. The average number of all offenses reported to the police in one of the county cities between between 1985 and June 1989 nearly double; violent assaults were up 27% and breaking and entering up 54%. But these figures are really only a reflection of another, more serious problem, DRUGS. Using police arrest data, there were an average of nine (9) drug related arrests in 1985; in 1989 the number was 52. That is a 478% increase. This is comparable in other Michigan counties and is known to be associated with both the commission of serious crimes and therefore, likely incarceration.

The increase in the jail population is clearly a reflection of criminal activity in the county. According to a report from Tenth District Court, felony filings over the past five years have increased 21% in District Court and misdemeanors have increased 64%, (County of Calhoun, Michigan Criminal Justice System Report, January 1989). Importantly, the average number of felony warrant requests to the Prosecutor's Office increased from 137 in 1986 to 205 through October 1988. This is an increase of 49.6%.

According to information in the Calhoun County Justice System Report, the Juvenile Court shows a similar increase. In 1985 there were 846 offenders; in 1988 there were 1,150 or an increase of 35.9%. While no one can predict which of these juvenile offenders is likely to become involved with the adult court, national experience is that while the proportion of juveniles who are delinquent is decreasing, those who commit crime are committing more serious crimes."

As a result, Calhoun County is underway with a new jail construction project at a cost of $20.5 million to house 350 inmates in a direct supervision, single bed construction facility, with a double bunk capacity of up to 70% more. This is based upon the projections of the study, see diagrams 1-4 attached.

Why is this required? Why have the counties not been able to deal with this jail crisis? The answer is several fold. First the increase in crime is directly related to the increase use of cocaine and in particular, crack cocaine. Cocaine became visible in this area about eight years ago and crack cocaine about 2½years ago. Battle Creek City alone has had a 478% increase in arrests due to cocaine; Albion has also seen a similar increase and I do not believe that we have seen the full impact yet! Southwestern Michigan is not yet experiencing a resurgance in the use of domestically manufactured amphetamines and other "designer drugs".

The counties need the assistance of the federal government in this problem. It is not a local problem, it is not grown or manufactured in this county, it is imported, therefore, becomes a federal problem. Massive resources are going to have to be diverted at the federal level to attack this problem. We are at war just as suredly as we were in Vietnam and we are going to fall into the same trap. We are losing the battle because we are not directing the resources and we do not have the commitment to win. Hundreds of men, women and children are being killed in this country each week because of cocaine. Even more, families are being hurt emotionally and financially because of this drug. If they do not use it, they fall victim to the user; robberies, burglaries, larcenies, shootings that result in injury or death over "turf", or failure to pay drug related debts.

Congress must act to increase the efforts at interdiction, implement the death penalty for these importers of "death", and assist the states and local units of government to deal with the problem. Ninety-five percent of the inmates in the Calhoun County Jail on any given day in 1990 are there due to drugs; possession, sale, use, or charged with a burglary/robbery to gain the resources that can be converted to cash to procure drugs.

In Calhoun County we experienced one or more shootings per month that were drug related, imported from Detroit in response to battles over "turf", (ability to sell in a given area), or over an unpaid debt for drugs that were advanced for sale. Many are 15, 16 and 17 years of age, who under the increased pressures in Detroit, have moved to "greener pastures" where the pressure is not as great.

The local units need federal monies to operate education programs through the schools such as D.A.R.E., (Drug Awareness Resistance Education) with a police officer in the school classroom. We cannot divert police officers from the streets to the classroom without an ability to replace them.

Regular school curriculums need the presence of a uniformed police officer to impress upon the young minds the dangers of drug use.

Counties need federal help in dollars allocated to allow them to implement mental helth and substance abuse programs for the users that are confined in the jails.

There is no easy or quick fix to this war. It is a long term battle and it will be costly. We can not seal the borders, but we can tighten down the security. We cannot stop the use of those who are currently users unless we can re-program their desire. We can stop future users by providing drug education starting in the third or fourth grades through high school, and enhance the deterrence factor by placing extremely harsh penalties on those who sell cocaine or crack cocaine; import cocaine, or who are caught in possession of large quantities.

Unfortunately many of the current generation of users are lost. We need to prevent future generations from becoming users. This means greater resources to the creation of jobs for the young teenager. We cannot compete with the $300 per day that a dealer will pay to a ten year old to stand "look-out" on the sidewalk, but we can try to educate them to the dangers of becoming involved. Sure, fast and harsh penalties for those who would be "role model" dealers can act as a deterrent, especially if they are denied bail/bond during the pendency of their trial. Murder is a non-bailable offense. These dealers are pre-meditating their sales and the substance is killing people every day, just as surely as if the dealer was pulling the trigger on a gun.

It is creating local problems for the police, but it is not grown or manufactured in Michigan, Texas, Florida or New Jersey. You, members of the Congress, need to provide monies to the local units to allow them to fight the problem on the city streets and county roads until such time as the trend can be reversed.

The prison system and local jails which are overcrowded because the prison system is overcrowded, need an infusion of federal dollars. Michigan has undergone a massive prison construction expansion project that will end in June 1992.

Michigan is forecasting that when the last prison opens in 1992, there will be a shortage of some 17,000 prison beds. The impact will be that each and every county jail bed currently on line will be full and have a waiting list. This figure was revised upward from 13,000 in June of 1989 and may well go beyond the 17,000 projection unless there are some major modifications to your thinking and commitment. Are you willing to face another Vietnam here at home, or are you willing to bite the bullet and commit the resources at all levels of:

INTERDICTION
APPREHENSION
PROSECUTION
CONFINEMENT
TREATMENT
EDUCATION

and change or authorize the changes in our bail laws and model federal penalties after Michigan's, so that games cannot be played by defendants trying for the "best deal" in town, ignoring the calls to legalize drugs which is sheer and utter nonsense.

FIGURE 3: PROJECTIONS BASED ON PRE- AND POST-
OVERCROWDED MONTHLY AVERAGE POPULATION

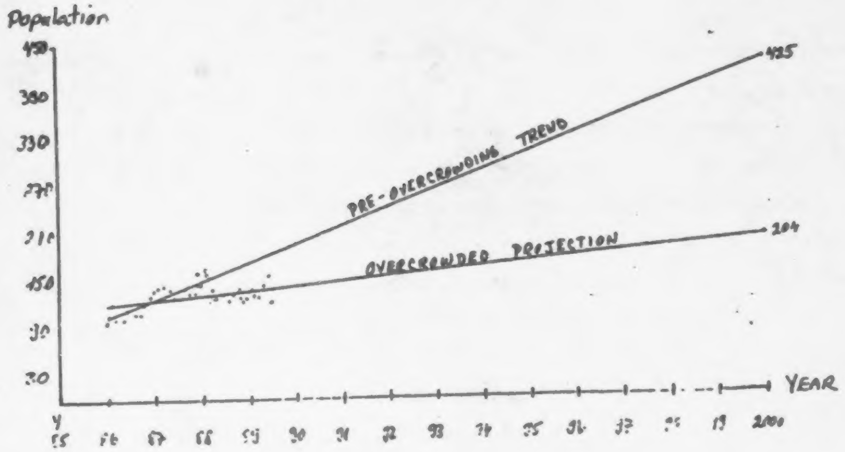


FIGURE 4: PROJECTIONS BASED ON YEARLY AVERAGE
POPULATIONS EXTENDED 1968-2000 AND
SEPARATED SENTENCED/UNSENTENCED TRENDS,
1986-2000.

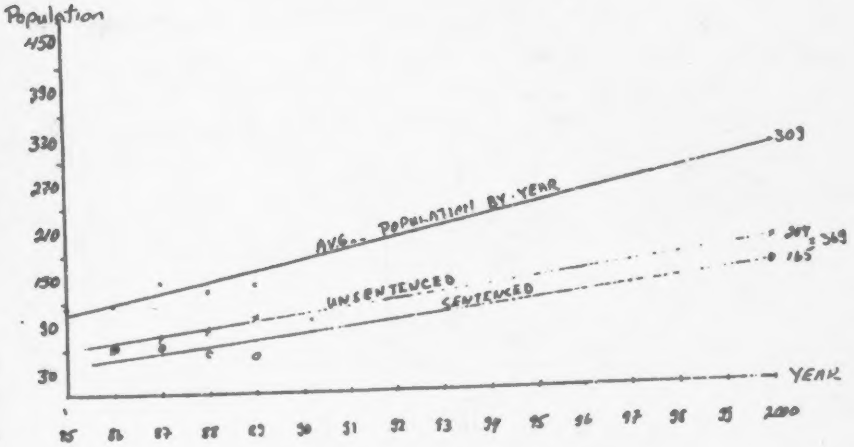


FIGURE 1: AVERAGE DAILY INMATE POPULATION
BY MONTH, JANUARY,1986-JUNE,1989

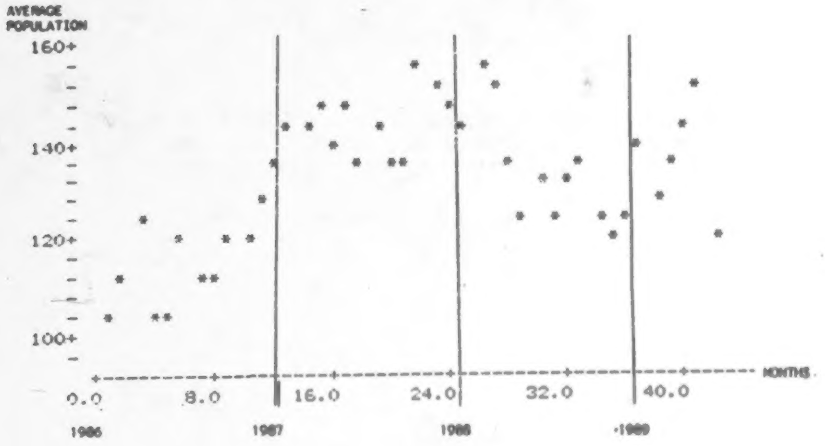
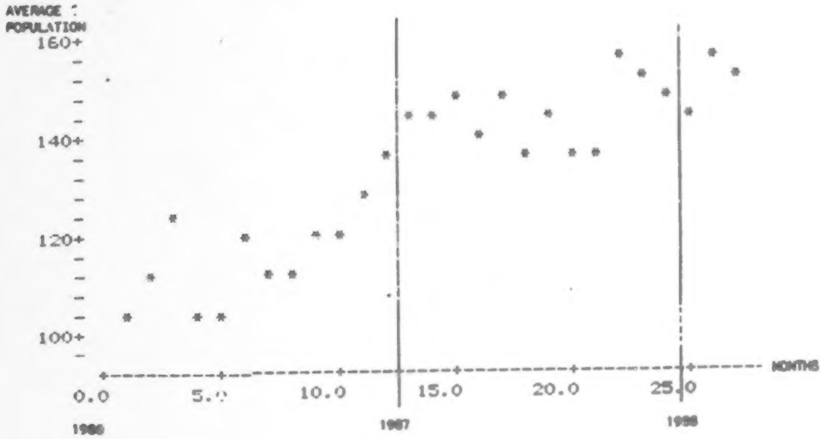


FIGURE 2: AVERAGE DAILY INMATE POPULATION
BY MONTH, BEFORE OVERCROWDING



TESTIMONY OF CARL J. MARLINGA, MACOMB COUNTY (MICHIGAN) PROSECUTING ATTORNEY, BEFORE THE UNITED STATES SENATE PERMANENT SUB-COMMITTEE ON INVESTIGATIONS

DETROIT, MICHIGAN
MARCH 19, 1990

Carl J. Marlinga
Prosecuting Attorney
Macomb County
40 N. Gratiot
Mt. Clemens, Michigan 48043
(313) 469-5641

Mr. Chairperson, members of the Sub-Committee, I thank you for this opportunity to discuss how the criminal justice system has been stretched to try to accommodate the increased crime and drug problem in the United States. Although my experience is necessarily limited to Michigan, and more particularly to Macomb County, I believe that the problems found here are common to the country and will yield, in time, to common solutions.

Macomb County has a population of approximately 700,000 and is located directly north of the City of Detroit, sharing Eight Mile Road as a border with Detroit. Michigan's third largest city, Warren, and sixth largest city, Sterling Heights, are located in Macomb. The counties of Wayne, Oakland and Macomb make up the area known as Metropolitan Detroit, having a combined population of over four million people. Although the crime and drug problem may be more intense in certain inner-city Detroit neighborhoods, it is fair to say that the tri-county Metropolitan Detroit area is a single crime/drug impact area.

As a prosecutor I will address the weaknesses which have developed over the years in the criminal justice system; but I must at the outset echo the advice of most law enforcement professionals,-that the greatest opportunities for long-term gains in the "war on drugs" lie in education and treatment, and any discussion of improved or expanded criminal justice programs must necessarily be understood as being secondary to our national commitment to education and treatment.

Relationship of Drug Offenses to Other Crimes

In Macomb County about 80% of our criminal docket in Circuit Court is drug related-- 40% in direct drug possession or delivery charges and an additional 40% in apparently unrelated non-drug charges where, after conviction, the offender reports in the course of probation department interviews that a drug habit was one of the causal factors leading up to the commission of the crime. In his 1988 State of the State Address, Michigan Governor James Blanchard reported that 80% of new prisoners in Michigan's prisons were there because of drugs.[1] In his September, 1989 report, National Drug Control Strategy, the President cited statistics showing a range of 59% to 83% for male arrestees testing positive for drugs in twelve selected U. S. cities, indicating clearly that, regardless of the crime, involvement with drugs is linked with other criminal behavior.[2] In a January, 1988 report, the United States Department of Justice, Bureau of Justice Statistics, surveyed the then available statistics for inmates in state correctional facilities in 1986. That survey revealed that 35% of all inmates said they were under the influence of drugs at the time of their offense, and 43% said they were using drugs daily in the month before the offense.[3] All of these statistics corroborate one another in the conclusion that the use of illegal drugs has caused a significant escalation in the level of crime both in the number of direct drug charges and in the number of other crimes where the need for money to buy drugs or the emboldened attitude acquired through drug usage leads the user to other criminal activities.

Care must be taken, however, in interpreting these statistics if one is to avoid the error of laying the crime problem entirely, or almost entirely, at the doorstep of the drug epidemic. Some criminals, if not most, would have just as surely turned to their life of crime even if they had not been introduced to drugs. Of the 40% of convicted felons in Macomb County and the 43% of inmates nationwide who reported drug usage on a regular basis prior to the commission of their crimes, it can be assumed the use of drugs was just one more facet of their lifestyle and not necessarily the root cause or exclusive cause of their criminal behavior. Still, if drugs were removed it is likely that many could have avoided the downward spiral of economic need, dejection, and dependency which creates the predisposition to commit other criminal acts.

Role of Drug Treatment in Combatting Crime

In his September, 1989 televised address to the nation, President Bush revealed the sad fact that only about 40% of those seeking drug treatment actually get it. As troubling as that statistic is, the reality of the unavailability of treatment facilities is actually far worse. According to the Macomb County Office of Substance Abuse, the commonly accepted figure of those receiving help is only 10%. If one is wealthy enough to pay for a private physician and private hospitalization or counselling, treatment can be obtained promptly. If, however, one is without sufficient funds, or one of the 38 million Americans without insurance, or one of the millions more for whom drug treatment is not a covered item, entry into a drug treatment program will be preceded by a 6 to 8 week delay caused by the backlog in the system. Imagine the despair that a drug user feels when, after finally finding the courage to call for help, he or she is told that an appointment can be scheduled in two months. Any resolve to tackle the problem can easily be lost in the aftermath of that disappointing call and any trust in government's promises to help users beat their addiction will certainly wither in following days or weeks. It is little wonder, then, that over 50% of these appointments are broken.

It would be my strong recommendation, one that is shared by most law enforcement officials, that the federal government increase its financial support to the states in the area of drug treatment to the point that there will no longer be waiting lists for drug treatment facilities. After that priority is met, other initiative in the criminal justice system can be addressed, and assuming that treatment is truly available to all who need it, the demand reduction resulting from such treatment programs and the associated spin-off benefits may allow for even greater success in the criminal justice initiatives.

Criminal Sanctions

Any analysis of the criminal justice system's failings in response to drugs or the crime problem in general, must necessarily focus on our overcrowded prison system. Although drug treatment is the preferred route for tackling the drug menace for individual addicts, a tough, determined, no-nonsense, adequately-sized prison system is the single most important tool that we need to deter and incapacitate drug dealers. Of course the unavailability of prison space for drug dealers is simply a continuum of the ongoing crisis that we have had in this state and nation for decades in providing sufficient prison capacity in general.

In Michigan, great strides have taken place since 1982. At the start of this decade, we had room for only 12,930 inmates.[4] Yet each year in Michigan we arrest and convict about 28,000 felons for serious felonies (murder, armed robbery, criminal sexual conduct, major assaultive offenses, and breaking and entering).[5] The 28,000 new convicts per year did not fit into 12,930 prison spaces. Even allowing for the fact that nationally over 64% of persons convicted receive probation, and further allowing for the fact that another 8% are placed in local jails, the remaining 28% who were sent to prison could not remain there very long before new entrants required the early release of previously convicted inmates.[6]

Under Governor Blanchard, we have begun a much needed, long overdue program of prison construction. By 1991, projects currently under way will increase facilities from 11 prisons and 12 camps to 40 prisons and 13 camps with a capacity of 32,000 beds.[7] Because of this initiative, the governor has been able to put a stop to the early release of prisoners under the Emergency Powers Act. That ill-thought-out piece of legislation dictated that whenever the Department of Corrections declared a prison overcrowding emergency, the governor was required to reduce the remaining sentences of a sufficient number of inmates near the end of their term to bring the total population below the 12,930 mark. The result was the early release of several dangerous unrehabilitated violent offenders.

With the added capacity the early release program was stopped. But total capacity, even at 32,000, is still insufficient to accommodate the need; nor does it allow the prison to function as it theoretically should function in an ideal criminal justice system.

In an ideal system, an offender should be sentenced on the basis of his or her individual characteristics coupled with the particular facts of the crime. A judge should have the option to incarcerate a person as long as necessary to protect society, or for as brief a time as the judge deems desirable to allow for rehabilitation and re-introduction into society. The number of prison spaces should be adjusted to fit the amount needed as a result of judges using this individualized discretion in sentencing each individual, unique offender. Judges ought not be told to adjust their sentences to accommodate the available space; nor should we tolerate a system which allows prison officials to undercut the judiciary's power by changing the sentences to a point where they no longer reflect the judge's thinking.

Because of the still insufficient prison space, however, we have classic examples of this philosophically unacceptable situation happening every day.

For example, the legislature in Michigan says that for the crime of breaking and entering an occupied dwelling, a person should receive up to 15 years in prison (MCLA 750.110). But under Michigan's indeterminate sentencing law, a judge is required to give a range of time, picking a minimum term number with the maximum term always being the amount set by statute--in this case 15 years. The sentences resulting from this statutory scheme would be phrased as from, say, 5 to 15 years. So far, so good.

As a result of the overcrowding problem, however, everyone familiar with the system knows that the 15 year maximum is meaningless. Unless the offender is totally incorrigible, the Department of Corrections must normally schedule his or her release date at the absolute minimum, in this example 5 years. Deducted further from that will be a disciplinary credit amounting to a 19% discount on the minimum, meaning that the true sentence will be 4.05 years (4 years, 18 days).

The gutting of the judge's sentence goes further, however, owing to the fact that, once again, because of the crowded conditions, the Department of Corrections has a policy, forced upon it by the realities of its limited capacity, that allows a prisoner to be released to a community corrections facility (half-way house) when the prisoner is within 24 months of the earliest release date. These half-way houses are themselves over-crowded, so the time spent there before final release is minimal, but in any event they are without any security whatsoever, so they are, for all practical purposes,a full release. In the example above, the 4 years and 18 days really computes out as 2 years and 18 days.

For the average citizen sitting in the back of the courtroom, or for the victim of the burglary, the whole sentencing system can only be regarded as confusing and deceptive. They hear a sentence of 5 to 15 years and think that, most probably, the offender will serve an average of 10 years. In reality, it is only 2 years and a few days.

If the above scenario were not bad enough, the judge's power to sentence has been restricted even further by the Michigan Sentencing Guidelines published by the Michigan Supreme Court.[8] Once again, capacity, (or lack of it) played a part in artificially lowering the permissible range of the minimum end of the sentence. It turns out that the 5 year minimum referred to in the above example would be rare under the guidelines. For a first offense, the recommended range for the minimum--which we already know is the realistic maximum which a person serves--is 0 to 6 months. (A sentence of "zero" means probation.) For a second breaking and entering offense, the recommended range for the minimum would be 0 to 12 months. For a third or more breaking and entering offense, the recommended range would be 6 months to 24 months.[9] Please note that even for the last example of a repeat offender, the person is automatically eligible for immediate release to a half-way house. (Although in this case the Department of Corrections might exercise its discretion to keep the offender in prison.) Only if the person has committed a prior violent offense or perpetrates some act of violence or malicious destruction of property in the commission of the breaking and entering does the scoring system allow for a number greater than the 24 months needed to guarantee the offender more than half-way house treatment. If the offender stayed with burglary as his only offense, the highest number allowed under the scoring system is 12 months to 48 months.[10] If the 48 month number were picked by the judge it would convert to 38 months because of the 19% disciplinary credit, less 24 months for half-way house assignment, for a total of 14 months incarceration.

To be sure, the guidelines do allow a judge to deviate higher or lower for good and sufficient reasons stated on the record, but the above examples illustrate the norm. Care should also be taken not to blame the Department of Corrections. The limitations on capacity are the will of the legislature, which in turn is always facing its own unsolvable budget crisis.[11] The Corrections Department has simply been given the impossible task of holding a gallon of water in a pint cup.

It is submitted that the crisis in prison capacity in effect in Michigan and duplicated in states across the nation is a contributing factor to our crime problem. Everywhere states are working at the limits of capacity.[12] In his *National Drug Control Strategy* (September, 1989) President Bush pointed out some examples of the crisis: Massachusetts is at 170% of its true capacity; Oklahoma 141%; Kansas 139%; Pennsylvania 139%; Michigan 129%; Oregon 125%; and even the federal prison system is at 130% of its true capacity. In such an overcrowded system we will continue to see shorter sentences, artificial schemes for early release, and little or no individualized attention to or counselling of the individual offender. Each inmate is a number to be moved through the system as fast as possible.

In this setting it is no wonder that recidivism rates are so high and likewise it is no wonder that our overall crime rate is so high. We have created a class of professional criminals for whom we do little in the way of rehabilitation and whom we regularly release again upon society to commit even more crimes.

In its January, 1988 report "Profile of State Prison Inmates, 1986," the Bureau of Justice Statistics stated that over 80% of inmates in state prisons were recidivists.[13] Of that percentage, 60% had been convicted at least twice previously; 45% three or more times; and almost 20% six or more times. Two-thirds of inmates serving a sentence for a violent crime had previously been convicted of another violent crime. Nationally, the statistics show that 60% of people released from prison will commit another felony within 3 years.

In my county (Macomb County, Michigan) I see files with the same names over and over again. The criminal justice system has truly become a revolving door. In a quick, random survey done for purposes of this testimony, I looked at the most recent 100 felony files opened up in my office. In 31 of those files, the prior criminal record history had not made its way into the file yet; but in the 69 files in which the report was included, the total number of prior felonies was 126. This averages 1.8 prior felony convictions for each new arrestee. Of course some files showed no prior convictions, but there were numerous files with 3, 4, 5 and even one file with 6 prior felony convictions. (Misdemeanor convictions; even those which appeared to have been plea-bargained down from felonies were not counted.) This means that the average person arrested for a felony in Macomb County is facing his third felony charge. When I was young I always believed from watching "Dragnet" on television that a three time loser was the ultimate in hardened criminals. Today it's my common day-to-day defendant.

Effect of Certainty of Incarceration on the Crime Rate

The intricacies of the criminal justice system, while not well known by the general public, are very well known by street criminals. They know that they can push the system quite far before they run the risk of incarceration; and they also know that any term of incarceration they may receive will be short.

While it may be an overstatement to suggest that the present system encourages crime, it can be honestly said that it does little to discourage it.

In a paper prepared for the Rand Corporation entitled "Mandatory Prison Sentences: Their Projected Effects on Crime and Prison Populations" Joan Petersilia and Peter W. Greenwood concluded what we all instinctively know:

> In fact, every empirical study relating the certainty of imprisonment to the crime rate has shown that the higher the probability of imprisonment for a major offense, the lower the rate for that offense.[14]

This, of course, is the classic deterrence argument for strict enforcement of the law.

There is an even more important rationale, however, for longer periods of detention; that being incapacitation. If an offender is behind bars for one crime he or she is incapacitated from committing yet another crime. As a result, the crime rate goes down. For each yearly average increase in incarceration for every convicted felon, there is a dramatic drop in the crime rate. Petersilia and Greenwood concluded that if every person convicted of a felony would be sentenced to five years in prison (regardless of prior criminal history) the crime rate would be cut in half.[15] This conclusion was based purely on the incapacitation theory, looking solely at the average length of time between release from prison and the commission of the next felony. Additional cuts in the crime rate beyond the study's conclusion could also be expected from the deterrent effect of such certainty of punishment.

Of course we could not and should not sentence every offender to a five-year prison term. Many deserve more time while tens of thousands of others can benefit from much shorter sentences or even probation. This five year sentencing model does show, however, the good that could come about if our average periods of incarceration could be lengthened.

Role of Meaningful Probation and Parole

It is doubtful that this nation could find the economic resources to build a prison system with sufficient capacity to permit realization of the ideal referenced previously; namely, a system where each judge would be free to sentence as leniently or as strictly as needed on each case based on the offender's unique individual characteristics coupled with the circumstances of the crime. Failing that we have tried and will try as many innovative approaches to obliquely attack the crime problem, hoping to find some unexpected measure of success. The standard methods currently employed, probation and parole, have been tested for years and have failed miserably for years; but since they are the only alternatives we known, we continue to use them--hoping for success and blinding ourselves to the results.

I submit that one of the causes for the failure of probation and parole is the lack of any real sanction for violations. If we use the breaking and entering example again a typical first or second offender will get probation; but the probation period will not run the 15 years for which he/she could have been imprisoned (theoretically under the statute). Instead, the offender will be placed on probation for, say, three years. After the three year period has elapsed, if the offender commits another crime, he/she will face the charges on the new crime but will be free and clear of any possibility of incarceration for the first breaking and entering conviction.

The same is true of parole. If a second degree murderer is sentenced to a term of 10 to 30 years and is released at the end of the eighth year, he/she will likely be given a 5 year parole period. If the offender commits an armed robbery six years later, there is no re-incarceration possible on the murder charge. And even if the armed robbery would have been committed within the 5-year parole period there would likely have been only a few years added to the sentence.

In these circumstances there is little to keep an offender from violating probation and/or parole. The high recidivism statistics are stark evidence for this conclusion. If probation and/or parole are to be meaningful there must be sufficient capacity in the prison system to make re-incarceration a viable possibility.

Moving Toward a Solution

The single most important program which could be implemented by the federal government, after providing full funding for drug treatment facilities, would be a grant program to allow the states to build and operate more prisons. In order for deterrence to be meaningful, in order for incapacitation to work long enough to reduce our crime rate, and in order for even standard alternatives like probation and parole to have a chance, there must be greater capacity. We do not need to lock up everybody, but everybody who commits a crime must feel that imprisonment is at least a possibility. More importantly, our judges should be given the option to sentence as leniently or as strictly as necessary on each individual case without artificial contstraints.

NOTES

[1] Governor James J. Blanchard, "1989 State of the State Address" as reprinted in *Building The Future*, Report to the People of Michigan and the Legislative, February, 1989.

[2] President George Bush, *National Drug Control Strategy*, The White House, September, 1989, p. 18.

[3] Christoper A. Innes, Ph. D. "Profiles of State Prison Inmates, 1986" Bureau of Justice Statistics, U. S. Department of Justice, January 1988, p.1.

[4] "Comprehensive Corrections Policies For Michigan" Report of the Prosecuting Attorneys Association of Michigan to Governor Blanchard and the Michigan Legislature p. 1.

[5] This is a conservative figure extrapolated from the yearly *Uniform Crime Report* compiled by the Michigan Department of State Police for the years 1984 through 1988. The actual arrest numbers for these five categories of serious crimes average 33,000 plus per year. This number was then multiplied by a conservatively low conviction factor of 85%. Not even counted were the 27,000 plus arrested each year for "Narcotics Laws" offenses since that category did not distinguish between the more serious delivery charges versus the less serious possession charges. If 85% of that figure were included it would add another 22,900 to the total number of people eligible each year for incarceration.

[6] These national probation and parole statistics are taken from "Probation and Parole 1986" Bureau of Justice Statistics Bulletin, December, 1987, p. 1.

[7] "Comprehensive Corrections Policies For Michigan" *supra* p. 1.

[8] *Michigan Sentencing Guidelines*, 1988, Second Edition, Callaghan & Company (Deerfield, Illinois)

[9] *Ibid* p. 38.

[10] *Id*

[11] Due credit must be given to the Michigan House of Representatives and Senate for their thoughtful and courageous decisions to approve and implement the governor's prison building program. Their efforts allowed Michigan to increase its prison capacity by 250%. The writer recognizes, though, that Michigan has other needs as well, and the legislature cannot be expected to ignore every other priority in order to deal with the prison/crime problem. That is why some measure of federal assistance is so vitally needed.

[12] *National Drug Control Strategy*, *supra*, p. 27.

[13] "Profile of State Prison Inmates, 1986", *supra*, p. 1.

[14] Petersilia and Greenwood "Mandatory Prison Sentences: Their Projected Effects On Crime And Prison Populations" The Rand Paper Series, The Rand Corporation (Santa Monica, California) October, 1977, p. 2.

[15] *Ibid* p. iii and p. 17.

THE IMPACT OF DRUG-RELATED
CRIME AND VIOLENCE
IN
MUSKEGON COUNTY, MICHIGAN

Tony Tague
Muskegon County Prosecutor
Muskegon County Building
990 Terrace - 5th Floor
Muskegon, MI 49442

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I.

INTRODUCTION

The drug problem in America is affecting all areas of our society from the major cities to smaller metropolitan areas like Muskegon County, Michigan. As Muskegon County Prosecutor, I have seen the drug problem, particularly crack cocaine, result in the same problems that many major cities confront. As a former New York City prosecutor, I realize firsthand that counties as small as Muskegon County, Michigan, with a population of approximately 158,000, have been hit hard by the same effects of drug use and dealing as many major cities. If there is one message that I can send to this committee, it is that the drug problem has hit all our neighborhoods and towns and is not limited to the major cities. As a prosecutor for a medium-sized county, I have seen epidemic drug use, open street-corner drug dealing, rampant violent crime and the inability to cope with a continued influx of big city drug dealers attempting to infiltrate smaller towns and the attendant drug markets. The following essay will hopefully provide an insight into how this epidemic drug trade is pushing medium and small size counties to the brink of disaster in their criminal justice systems. The following will provide a brief description of how the drug trade affects our community and neighborhoods, actions taken by law enforcement, impact on the criminal justice system as a whole and our concerns for the future.

II.

IMPACT ON THE COMMUNITY

Crack cocaine was first introduced into the Muskegon County area in the late summer of 1988. After its introduction, our community has experienced a virtual crime explosion. West Michigan has been equated by area media to that of a drug battlefield.

In the 16 months since crack cocaine was introduced into the Muskegon County area, felony drug arrests have increased by 120%. During that same period, felony arests have increased 21%. Homicides more than doubled from 6 in 1988 to 13 in 1989. Nor does the beginning of 1990 portend a better future. During February of 1990, 168 felony warrants were issued, 35 for drug violations.

Major felony offenses have increased generally in every category. Bank robberies which were virtually non-existent have now occurred six times in the last 16 months. Our figures indicate that there is a similar increase in breaking and enterings, criminal sexual conduct, larcenies and serious assaults. Breaking and enterings are occurring for the primary purpose of obtaining money, and goods which can be exchanged for money, so that more drugs can be purchased. Local retail businesses are reporting that losses due to shoplifting are up approximately 70%. This again reflects back to drugs and the need for persons who use drugs to obtain goods which can be liquidated on the streets so that the money may be used to purchase drugs. As a working prosecutor who tries cases and reviews every serious case that goes through my office, my firsthand experience shows that these increases are directly attributable to the sale and use of controlled substances.

A review of just a few case files reveals the types of violent crime and tragedies that have hit small town America. The following scenarios occurred within the last year. Although not exhaustive, it provides a flavor of the violence we are experiencing on a daily basis.

Two 16 year old Detroit youths do not like their competition in the crack cocaine market. They approach a 20 year old Detroiter on the streets in broad daylight and shoot him. While the rival lays wounded on the ground, additional rounds are fired into his body. They then flee with the victim's duffle bag full of "crack" cocaine.

An 18 year old gets into a dispute with two dealers over the price of "crack" cocaine. One of the dealers fires a shotgun shell through the heart of the 18 year old, killing him.

A 16 year old drug dealer gets into a dispute with an older drug purchaser over the price of "crack" cocaine. The 16 year old drug dealer shoots. The victim survives this gunshot wound, and is seen selling "crack" cocaine on the streets weeks after his recovery and is arrested and prosecuted for selling cocaine.

A 17 year old male, high on "crack", goes into the house of an elderly woman. He stabs her, cuts off two of her fingers to get her rings, then throws her down the basement stairs to die. While the victim lies at the bottom of the stairs dying, he takes a pizza out of the refrigerator, eats it and watches television and waits for her granddaughter to come home. Fortunately, the granddaughter senses that something is wrong and does not return home to become this 17 year old's second victim. However, the elderly woman dies.

Three women in their early twenties are smoking "crack" cocaine in an apartment. A dispute arises over a $10 drug loan. One woman is singled out and is beaten up in the apartment. This woman is dragged outside where she tries to escape. However, she is pinned down and the two female aggressors throw alcohol on her body and start her on fire. The victim lives, but her face and upper body are permanently scarred.

A woman gives authorities information on drug dealers. The drug dealer discovers that the woman has given information to authorities and comes over to her home high on drugs and rapes her to teach her a lesson about giving information to authorities. This victim is forced to move several hundred miles away to try and escape the trauma of her incident.

The above examples relate severe tragedies, but the frightening tragedy is that there are many more examples I could add to this list.

These examples were drawn from many which have occurred during 1989. And it is also clear from the first two months' statistics of 1990 that these tragedies are continuing in a spiral motion upward.

While drug dealing in Muskegon County is a multi-million dollar industry to the criminal, it is a multi-million dollar drain on Muskegon County and all of its residents. Because of the fact that a good portion of the "crack" dealers are from Detroit, the Detroit drug dealers bring in millions of dollars worth of drugs into our community and take millions of dollars of Muskegon County money to Detroit.

Children are becoming the victims of the drug trade. During drug raids many young children are found along side tables of "crack" cocaine and drug dealers. The Department of Social Services is frequently called in to remove these children from that environment. But because of the large number of children who are in this predicament, the Department of Social Services does not have the personnel or the facilities to deal with such a problem that is reaching epidemic proportions. Young women who are pregnant are so dependent on "crack" cocaine that they cannot curb their use even during pregnancy. Expectant mothers are taking "crack" cocaine within hours of giving birth. This has become a recurrent problem in our community.

Dozens of "crack" houses operate openly in Muskegon County and so do the drug dealers. Open street corner drug dealing is not limited to the major cities. Many of the drug dealers are making between $10,000 and $15,000 a day. Many of the dealers in our County are from Detroit. This is the example that our inner-city kids have to follow. They observe these "crack" dealers from Detroit with gold chains, $150 tennis shoes, leather jackets, $50 Detroit Piston t-shirt, and hundreds of dollars of money in their pockets. The ticket out of the ghetto to these young children then becomes the only example that they see and that example is to deal drugs.

Not all drug deals take place on the street or in the public housing projects in Muskegon County. Workplaces like factories and offices are havens for the sale and use of drugs in our community. Many of the major factories and offices have reported concerns about the sale and use of drugs in the workplace. Industry is concerned over the liability that may be created when a person is injured as a result of someone who had been using drugs or a person who is using drugs is injured at the workplace. Besides the liability concerns, industry is concerned as well as with the loss in productivity. While the statistics of drug activity in the workplace is difficult to track because industry often does not report drug abuse in the workplace, industry has indicated to me that drug use is becoming more and more of a problem. As a result, there appears to be a higher rate of absenteeism and a lower productivity rate.

No segment of our community goes unaffected. The evils of drug use and sales have struck every element of society.

III.

THE LAW ENFORCEMENT RESPONSE

A. ENFORCEMENT

The Muskegon County Prosecutor's Office is proud of the multi-faceted approach we have taken to the drug problem. We were the first county in Michigan to charge a "crack mother" with delivery of cocaine.

Observing children becoming the continual victims of the drug trade, we felt we must take a firm stand and fight abuse at every level. By prosecuting a crack mother for delivering a baby with cocaine in its system, we are trying to send a message for mothers to seek treatment.

To our knowledge we are the first Michigan county to seek out cocaine suppliers in other counties and states and bring them back to Muskegon County to stand trial for conspiracy to deliver cocaine.

In December of 1989, the bust of a California drug dealer revealed that a California-Las Vegas-Muskegon connection has supplied Muskegon County with 1.2 million dollars street value annually of powdered cocaine over the past three years. Although this California man has never set foot in this county, he will be extradited to stand trial for supplying cocaine to our county.

We have successfully countered street sales of cocaine by surrounding a high drug area with police cruisers, then placing a police officer in a home or other building where he can observe drug transactions and radio his observations to the patrol officers who make immediate warrantless arrests.

We have also sent a clear message that no one is immune from prosecution if they are involved in the drug trade.

We were one of the first Michigan counties to successfully prosecute a physician for delivering controlled substances at his medical office during normal business hours. Dr. Harvey Bergren operated a prescription mill in our community and is presently serving a four to seven year sentence at Jackson Prison. On November 3, 1989, Dr. Harvey Bergren pled nolo contendere to two counts of delivery of a controlled substance. One count involved benzphetamine, the other dihydrocodeinone. Each count is punishable by up to seven years imprisonment.

This case was extremely important to our office. Our investigation revealed that in 1988 Dr. Bergren prescribed over 400,00 Didrex pills, over 400,000 Talwin pills, over 240,000 Valium pills, and 275 gallons of Tussend cough syrup. While studies show that family practice physicians nationally prescribe none of these drugs on more than one percent of patient visits, our investigation revealed that Dr. Bergren prescribed them on the following percentages of patient visits: Tussend - 85 percent, Talwin - 78 percent, Didrex - 77 percent, and Valium - 73 percent. A combined audit by the Michigan Department of Licensing and Regulation and the United States Drug Enforcement Administration revealed that in 1988, Dr. Bergren prescribed well over 90% of the codeine-based cough syrup Tussend in the West Michigan area. The amount of this drug prescribed in West Michigan was greater than what was prescribed in Chicago, New York, St. Louis and Seattle combined.

Prior to Dr. Bergren's arrest, we had a serious problem with the proliferation of those prescription drugs as "street drugs" in Muskegon County. Since his arrest we have seen a virtual drying up of these drugs in street trade.

Our county was the first in Michigan to make an arrest for the sale of "ice" and the attempt to set up an "ice" laboratory.

Due to the extensive network of confidential informants established by one regional drug unit, WEMET, officers were able to intercept and arrest a female attempting to set up a methamphetmine laboratory in the Muskegon County area before it began operation. Methamphetamine, presently popular on the nation's west coast, but relatively unknown in Muskegon, is a synthetic drug which brings out extreme violence in the user and a "high" of up to 24 hours.

We have vigorously pursued forfeiture of automobiles, cash and other propery seized in connection with drug violations in our county.

In early 1989, we adoped a "no plea-bargain" policy in all drug cases.

We argue for maximum sentences in drug cases.

We have a tough judiciary which hands out tough prison sentences in drug cases. Our prison commitment rates on drug cases are among the highest in the state.

Finally, we have chosen to prosecute drug cases in an atmosphere of maximum media exposure. This "high profile" approach puts drug dealers, drug users and law-abiding citizens alike on notice that our office is confronting the drug problem head-on, using both traditional methods and innovative new techniques.

Clearly, the drug war as it's fought in 1990 is very different from what it was five or ten years ago.

Our drug problem has been continually escalating. Only a few years ago, our drug problem seemed to be confined to local dealers plying their trade in our community. We arrested numerous local persons on a variety of drug charges but never saw such an influx of out-of-town dealers. Arrests of dealers from Detroit now represent approximately 1/3 of our felony drug arrests. Drug dealing in Michigan appears to be becoming much more organized and sophisticated. Crack cocaine dealers from Detroit appear to be setting up a network of dealers throughout the State preying on open markets in smaller cities. These dealers are equipped with large amounts of crack cocaine, sophisticated radio equipment and cellular telephones, beepers and are generally armed with weapons. This growing number of large city drug dealers adds a tremendous burden on smaller city law enforcement agencies. Along with increased drug problems, we see a variety of other related crimes. Violent crime has skyrocketed. These problems push the police, prosecutor and our court system to the edge.

In response, I have attempted to promote a very aggressive enforcement program. I have utilized our area plice agencies who have been extremely cooperative and energetic in waging this war against drug dealers. The two teams operating in my county are a multi-county drug team and a local team. The regional unit administered by the Michigan State Police is made up of state police troopers, sheriff deputies and members of local departments. This regional unit, entitled West Michigan Enforcement Team or WEMET, consists of approximately 17 officers and operates in a four county area. Due to the interchange of officers from a variety of counties, many of the operations involve undercover officers making drug purchases. In 1984, this team was responsbile for 144 arrests.

Early in 1989, foreseeing the growing menace of the drug trade, I assisted in forming a local drug team through the local sheriff's department which consists of three deputy sheriffs. This team primarily arrests dealers who operate openly on the street corners and also has utilized search warrants in buy-bust operations. This team was responsible for approximately 95 felony drug arrests in 1989.

Shortage of police manpower is a continual problem. With a severe shortage of funding for a narcotics team, I personally have gone to every governmental entity in the county and raised approximately $100,000 per year for the last several years to pay for more police officers. Our governmental units have seen the devastating effect drugs have had on our community and have responded with additional monies to assist.

B. EDUCATION

Education of our youth and citizenry is a critical element in our efforts to eradicate this drug epidemic. The prosecutor's role has been expanded in our county to address this concern. In the summer of 1989, a citizen's advisory committee composed of business, civic, and religious leaders was formed to assist in law enforcement's efforts. This committee entitled T.A.C.T.I.C. (Tague's Advisory Committee to Inform Citizens) has been active in getting the community involved in anti-drug activity. Since its inception, I have personally addressed thousands of students K - 12 at over 50 different schools as well as a variety of civic groups. Accompanied by a narcotics officer, I have been able to give our youth and citizenry some insight into law enforcement's efforts and the need for assistance. A key element in our battle against drugs is to raise a generation of youth that remain drug free. The response of our youth has been tremendous. Requests from area schools has resulted in my personal appearance at schools 3-5 times per week.

As part of the citizen's advisory committee, a six point program was implemented. The plan included: (1) Implementation of a drug control hotline "72-CRACK". The hotline was devised to provide narcotics officers with intelligence information about overall drug operations in the county. Since its inception, hundreds of calls have been received; (2) Stickers pronouncing "I'm helping Tony Tague fight drugs" to be placed on automobiles and on the front windows and doors of homes and businesses to indicate that citizens support drug enforcement efforts. The concept is similar to the neighborhood watch program; (3) Increased drug education in schools. The prosecutor and representatives from the drug team have been visiting schools and civic groups to discuss drugs and the medical-legal consequences of using and dealing drugs; (4) The use of a road sign campaign to send a clear message that drug dealing and use will result in jail or prison time. The signs declare that "drug violators go to jail". Approximately 100 of the red, white and blue signs have been strategically placed throughout the county. As part of the program, a policy of automatic lodging in jail for drug violations was implemented; (5) Fundraising activity to provide monies for educational materials, increased police manpower and equipment for our drug teams; and (6) Increased enforcement activity.

The formation of the citizens advisory committee has dramatically heightened the public awareness of the drug problem in our county. Citizens are becoming more concerned and a willingness to assist is observed. A "Nope to Dope" Dance-A-Thon for all area high schools was recently held and 75% of our county high schools became involved. The students working with the prosecutor raised over $7000 for drug education materials.

IV.

A CRIMINAL JUSTICE SYSTEM IN CRISIS

In one short year of aggressive enforcement, we have seen our criminal justice system pushed to the point of breakage. Our four circuit courts are so busy trying criminal cases, there was little if any time to handle their civil dockets. Our jail became overcrowded on a regular basis in 1989 requiring invocation of the State's Emergency Overcrowding Act on several occasions - resulting in the early release of over 81 convicted criminals last year.

We have utilized the media to make our county well-known for its aggressive and tough enforcement program. However, we are severely lacking a sufficient number of officers and equipment to continue at our rapid pace. We currently have two drug teams operating in our area but both teams are overworked and understaffed. A priority of my administration has been an attempt to increase police manpower working in narcotics. Funds for increased police presence are scarce and my two drug teams cannot match the number of drug dealers sent into the area.

Even with the knowledge of my tough stance on drugs and our judges tough stance on sentences for drug dealers, it is not deterring the sale and use of drugs in our County as one might expect. While drug dealers and drug purchasers know that if they are caught the penalties will be severe, they also know that the likelihood of them being caught is often times remote. As the Prosecutor of Muskegon County, I am aware that my tough stance on drug dealing is being undermined by the fact that there are not enough law enforcement officers in our community fighting drugs which will make the risk of dealing drugs or taking drugs much higher. The bottom line is not enough personnel has been dedicated to drug enforcement in Muskegon County. However, personnel is not the only problem.

The Muskegon County Jail has been operating continually over capacity for the last eight months. This is not a slight overrun, but a major one. The jail is currently 65 over capacity on an approximate 200 capacity limit. This overcrowding is in large part due to the increase of drug warrants in our County. There was a point in time when the jail was used to house misdemeanors and felons awaiting trial. The predominant resident of the jail was, in fact, a misdemeanor violator. Since the introduction of "crack" cocaine in the Fall of 1988, we have seen the jail population change from the perceived not-so-serious misdemeanant to a predominant facility for felons who have either been convicted or are awaiting trial for very serious crimes. While I recognize that it is not popular to promote building jails that will house more prisoners and prisons which will hold more prisoners, it is the most appropriate means in which to deal with a serious criminal. Not only does it operate as a strong deterrent to the young people who see drug dealers sent away for many years, it also means that when a person is incarcerated they are not on our streets committing crimes. The people of Muskegon County elected me to office because I assured them that I would take a tough stance on crime. Within the last year in office, I recognize, that notwithstanding my strong stance, this stance is eroded when it is not backed up by a strong jail.

The influx of drugs has resulted in a severe strain not only on the law enforcement officers in our County and the jail, but the entire criminal justice system. From not having enough personnel to fight drugs to having a jail which is so overcrowded that early releases are over every horizon, every other segment of the system is overloaded. Felony jury trials have increased over 66% since 1985. The police base in Muskegon County has not increased over the last five years; and it has, in some cases diminished. My office is currently at close to the same staff size it was ten years ago. The court system is no larger than it was five years ago. The system is being taxed and pushed to its limit due to the influx of drugs into our County. The more cases that go to trial, the more prosecutors and more police officers that are tied up and cannot be out on the streets fighting drugs. It means that prosecutors who are already trying a substantial number of trials a year are trying more trials which means less preparation time. This has the potential for drastic results in jury trials. Every drug defendant also must have a counsel to defend them for this crime. Many of our drug defendants, while they have made thousands of dollars in drug deals, are taking advantage of the public defender system. All of these are great costs to our County.

V.

RECOMMENDATIONS

If the tide is to continue to turn against drug dealers, help is needed at the local level. Over-burdened local police need more manpower to devote to street-level drug enforcement. More manpower in each agency will mean that individual agencies will also have more ability to share manpower with inter-agency efforts such as the West Michigan Enforcement Team (WEMET) and the Muskegon County Tactical Narcotics Team (TNT). Such creative drug enforcement techniques as the warrantless arrest "street raids" described previously require the use of numerous officers, cruisers and unmarked cars in order to be successful.

Additional jail space and sufficient jail personnel are a necessary component of any meaningful anti-drug effort. Facilities must be available to immediately house large numbers of arrestees following successful raids. Out-of-county cocaine dealers require high bail and, consequently, long-term lodging between arrest and their ultimate transfer to prison. Release from jail on bond would result in flight in many cases. The time between arrest and transfer to prison can easily be six months per suspect. A jailed cocaine dealer's access to drugs, weapons and money, combined with the fact that he is facing very serious charges makes him a serious security risk while lodged. Adequate staff to insure the safety of all inmates and guards is absolutely essential.

Finally, more local control over the use of drug funds is critical. No area of law enforcement is more dynamic than drug enforcement. Drug dealers are very mobile, often dealing out of automobiles, or renting a hotel room or apartment for a few days or a few hours. Sometimes they simply switch from one hotel to another. They stay in contact by means of beepers and cellular telephones. Law enforcement opportunities in the drug area develop and disappear extremely quickly. "Buy-bust" situations may arise without warning. The need to acquire an exotic piece of equipment may arise overnight. More local control over the use of available drug funds will help provide the quick response necessary to deal with a very fast-paced problem.

As a law enforcement official, I am in full support of a multi-faceted approach to fighting our drug problem including treatment, education and tough law enforcement. However, the most visible problem that I must confront on a daily basis is the lack of necesary police manpower.

We at the local level have the energy, creativity and dedication necessary to win the war on drugs, but more than that is required. More manpower, jail space and local control over the use of drug funds will give us the tools we need in order to win the fight - against drugs - the fight which must be won.

DATED: March 14, 1990

Respectfully submitted,

TONY TAGUE
Muskegon County Prosecuting Attorney
County Building, Fifth Floor
Muskegon, MI 49442

TONY TAGUE
Muskegon County Prosecutor

BRETT H. GARDNER, Chief Assistant
LESLIE C. BOWEN, Chief Trial Attorney
VICTOR A. FITZ, Senior Assistant
ROBERT L. COLLINS, Senior Assistant
LINDA S. KAARE, Assistant
KEVIN A. LYNCH, Assistant
STUART L. FENTON, Assistant
JUDITH K. MULDER, Assistant
DAVID J. CHERIN, Paralegal Assistant
JOHN J. JURKAS, Investigator

1989 DRUG FORFEITURE STATISTICS
(West Michigan Enforcement Team)
(Muskegon County Tactical Narcotics Team)

VEHICLES FORFEITED

1980 Chevette
1975 Buick
1978 Chevrolet
1977 Pontiac G.P.
1983 Chevrolet
1981 Oldsmobile
1965 Mustang
1980 Audi
1985 Volkswagen
1985 Cadillac
1980 Oldsmobile
1982 Chrysler
1986 Ford
1986 Jeep
1985 Toyota
1978 Ford
1982 Camaro
1965 Ford
1983 Cadillac
1980 Cadillac
1981 Cadillac
1975 Chevrolet
1978 Chevrolet
1986 Ford
1979 Firebird
1986 Buick
1987 Mercury
1962 Chevrolet

PROPERTY FORFEITED

Over $32,000 in Miscellaneous items (eg. cellular telephones, beepers, etc.)

FIREARMS FORFEITED

Over 30 Firearms

CASH FORFEITED

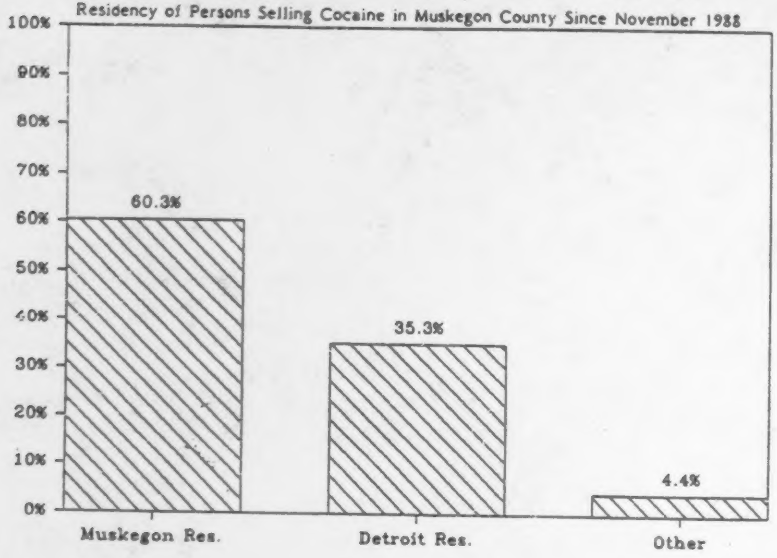
$ 8,665.00	$ 185.00	$2,682.00
59.00	377.00	1,450.00
1,500.00	10,370.00	100.00
577.00	151.00	82.00
200.00	986.00	868.00
76.00	2,400.00	600.00
721.00	2,258.00	130.00
6,471.00	250.00	1,347.00
250.00	250.00	105.00
417.00	4,030.00	67.00
250.00	250.00	505.00
500.00	345.00	840.00
115.00	1,000.00	381.00
907.00	1,989.00	3,600.00
605.00	22,107.00	250.00
21,130.00	980.00	739.00
37,060.00	2,768.00	368.00
	272.00	79,926.00

TOTAL $224,510.00

COUNTY BUILDING, 990 TERRACE STREET, FIFTH FLOOR, MUSKEGON, MICHIGAN 49442
PHONE 616-724-6435

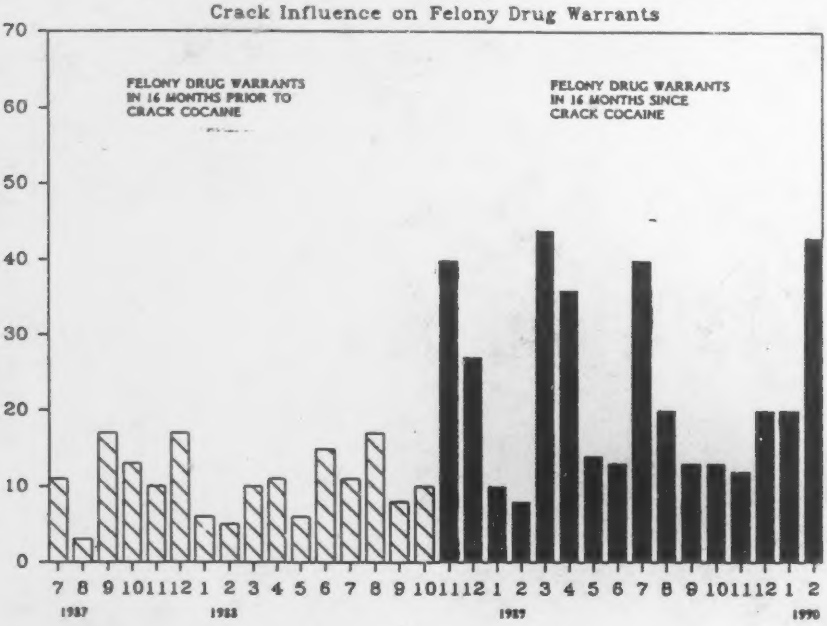
Muskegon County Prosecutor

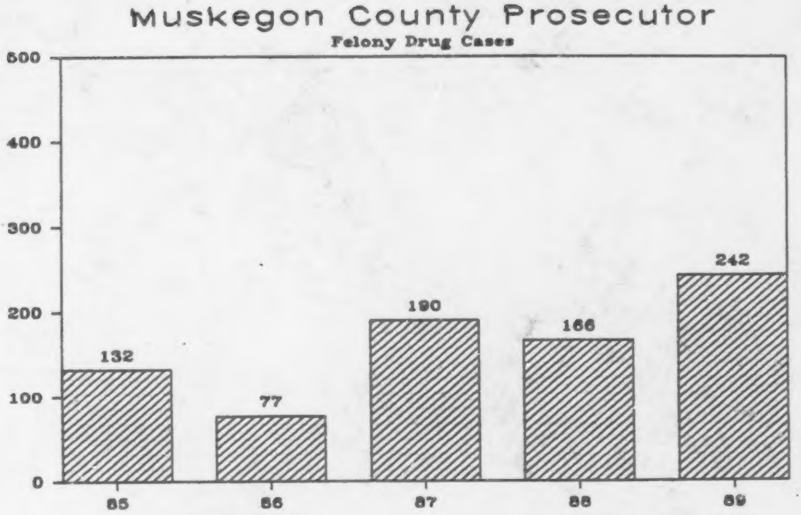
Residency of Persons Selling Cocaine in Muskegon County Since November 1988



Muskegon County Prosecutor

Crack Influence on Felony Drug Warrants




Muskegon County Prosecutor
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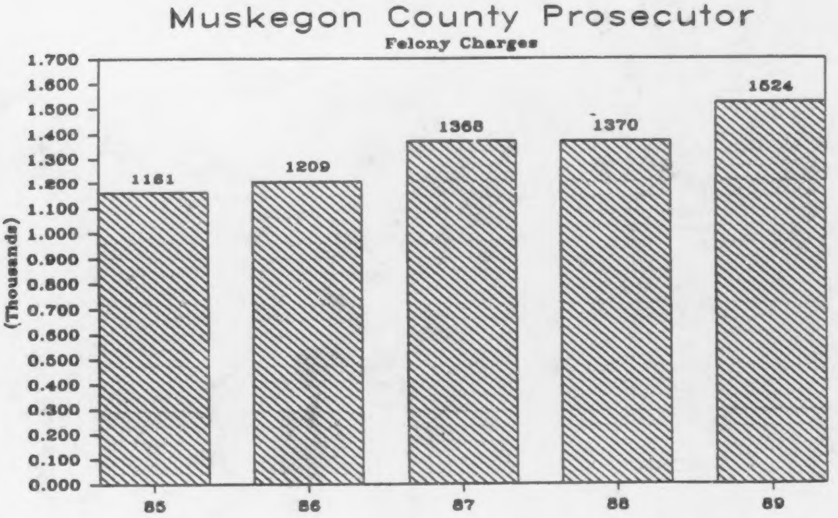
Muskegon County Prosecutor
Felony Charges
(Thousands)
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1.500
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1.200
1.100
1.000
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0.600
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0.300
0.200
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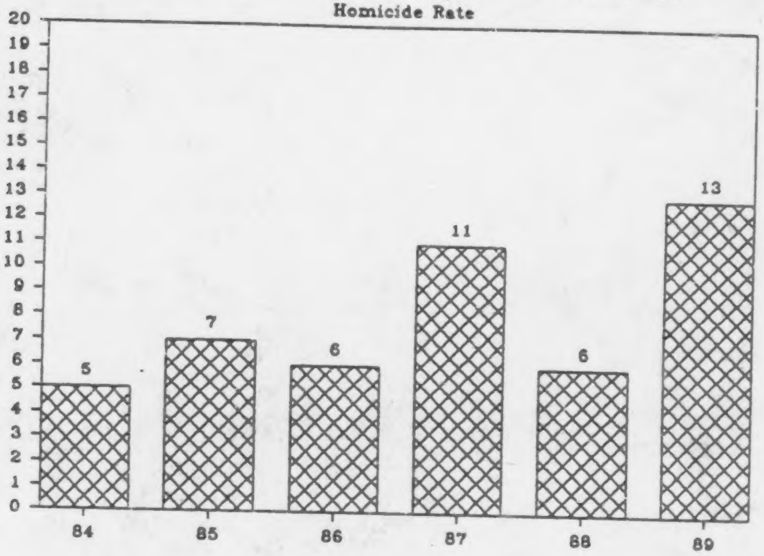
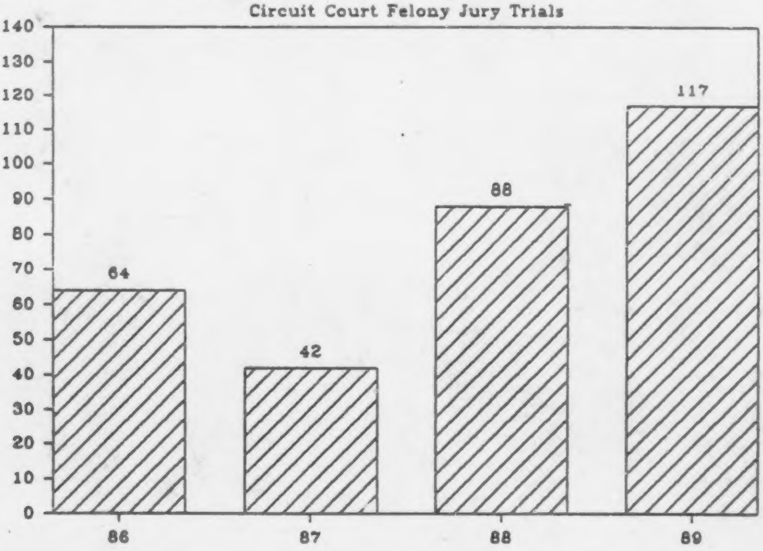
Muskegon County Prosecutor

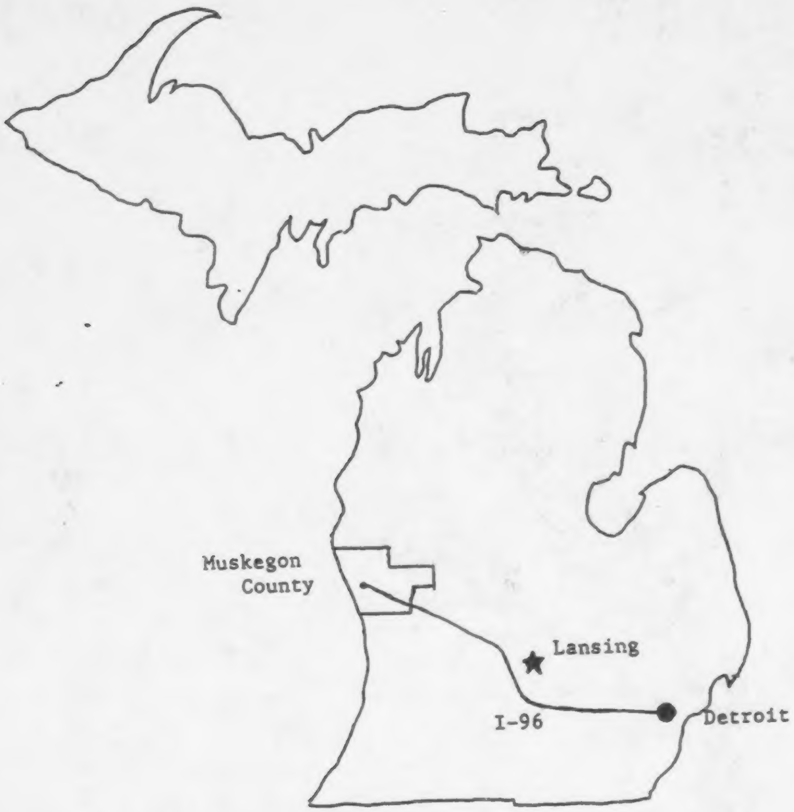
Homicide Rate



Muskegon County Prosecutor

Circuit Court Felony Jury Trials




Muskegon
County
Lansing
I-96
Detroit

STATE OF MICHIGAN

THE MUSKEGON Chronicle

WEDNESDAY, JUNE 7, 1989 •

Prosecutor faces up to drug dealer death threats

MICHAEL G. WALSH

ronicle staff writer

Muskegon County's prosecutor is ting steps to protect himself om vengeful drug lords whose ide he has attacked and maged.

Known in private practice as a ıgh and determined trial lawyer, ny Tague fast is building a reputation as a no-nonsense leader in e region's drug wars.

The emphasis carries a price, rticularly in terms of Tague's n safety.

DEATH THREATS have beme a fact of life for Tague. cking a .38-caliber revolver, gue refuses to shy away from gressive prosecutions or personally taking part in numerous drug raids.

"When someone's doing the job Tony is, that makes people mad. Let's face it, he's cutting into a lot of (illegal drug) profits," said Detective Sgt. Al Van Hemert of the Muskegon County Sheriff's Department Tactical Narcotics Team. "But the police are watching close for him ... and to get to Tony they'd have to go through a lot of police officers."

Tague declined to discuss specific personal security precautions being taken.

"I've received numerous threats. I think it goes with the ter-

Please see TAGUE
Page 2A

County board ponders way to help prosecutor

By MARGARET WOLFGANG

Chronicle staff writer

The Muskegon County Human Resources Committee Tuesday granted county Prosecutor Tony Tague a 30-day period to continue renting a vehicle, after which county officials will review the procedure to determine if Tague could use the county's incoming unmarked cars instead.

Tague, who is a leader in the county's war on drug trafficking, requested the committee's approval of paying car rental expenses for an unspecified amount of time after receiving numerous death threats *(see related story)*.

COUNTY Administrator/Controller Frank Bednarek recommended Tague's request for the rental vehicle be deferred, instead offering to provide the prosecutor access to the county motor pool, which is expected to gain five new, unmarked vehicles in about one week.

Bednarek said the issue he questioned about the prosecutor's request was the personal use of the vehicle.

"From time to time it would be appropriate, but what I see her (in Tague's request) is a perma nent assignment."

BEDNAREK SAID rather tha cover the leasing expense, th same effect could be achieve through use of motor pool cars.

The motion, which eventuall carried, included the provisio that Tague, Bednarek, and she iff's officials meet after the 3 days to discuss the possibility using "drug money" to finance an future car rentals for th prosecutor.

TAGUE ...

Continued from Page 1A

ritory, and if the law enforcement community is doing an effective job, oftentimes threats follow," said Tague. "The entire community, though, should be outraged, and (threats) will have absolutely no effect on law enforcement in this county."

FOR TAGUE, drug trafficking is at the root of the region's crime problems, and by stopping one you reduce the other.

"Seventy-five percent of the crimes in the community are related to drugs, particularly crimes of violence," said Tague. "By emphasizing drug prosecutions, it's the most effective way to combat all crimes."

Since Tague took office in January, local court personnel and police officers are reporting a "new spirit," a "can-do" attitude among assistant prosecutors that is increasing area law enforcement effectiveness.

"I feel there's just a new spirit, but it's hard to define," said Muskegon County 14th Circuit Court Judge Michael Kobza. "The prosecutors seem to be working harder, trying harder."

Kobza said he sees and is impressed by Tague's administrative ability while area residents tell him Tague's hard line against drug traffickers is appreciated.

"WHAT I'M hearing in the community — and I talk to lots of people without soliciting their opinions — is that (Tague) is very well received," Kobza said. "The work he is doing is being applauded throughout the community. They're glad to see an aggressive position being taken against the criminal element."

Van Hemert said that under Tague's leadership both police morale and drug arrests are up.

"The morale (in the prosecutor's office) is just unbelievable," said Van Hemert. "You walk in and you feel welcome. You feel part of the whole system. The lawyers make you feel we are the most important cog in the wheel."

TAGUE CREDITS his initial success both in winning tough felony cases and in sparking renewed cooperation among area police agencies to a strict values instilled by his parents, particularly his father, Grand Haven Police Chief Donald Tague.

"My father instilled the values of right and wrong and the lesson that it's more important to help people than make the great deal of money a successful lawyer can make," Tague said. "When I'm in the courtroom I want the police officer and the victim to feel I'm the lawyer they would've chosen if they had to hire an attorney."

Law enforcement alsways has been Tague's main professional interests.

A 1975 graduate of Grand Haven High School, Tague earned a bachelor's degree in police administration from Michigan State University and a law degree from American University Law School in Washington, D.C.

BEFORE ACCEPTING an assistant prosecutor's position under his predecessor, Harold Closz III, Tague served as an assistant district attorney in New York City.

Muskegon County Sheriff Harry Pennington said Tague's office is short-staffed and the challenging agenda Tague has set can't help but exhaust him and his staff.

"He's overworked, overburdened," said Pennington. "I'm sure these narcotics raids are (worthwhile), but it will overload him. He needs more experienced prosecuting attorneys to cope with what is occurring today."

Tague acknowledges that his staff is overworked, and he has begun making political inroads to increase his office budget.

THE MUSKEGON CHRONICLE, FRIDAY, AUGUS 3, 1989

Detroit man convicted for selling crack cocaine here

By MICHAEL G. WALSH
Chronicle staff writer

A Muskegon County 14th Circuit Court jury took about an hour Thursday to convict a Detroit man on charges of selling crack cocaine.

Facing a possible 20-year prison sentence is Erwin Cross, 18, of 1531 Parkview, Detroit, who was found guilty of possession with intent to deliver crack cocaine.

PRESIDING OVER the trial was Judge Charles E. Wickens, a Manistee County judge who substituted for Judge Ronald Pannucci. Pannucci is on sick leave, recovering from surgery.

Wickens did not set a sentencing date. Wickens could return to Muskegon County to sentence Erwin or Erwin could waive that right and await Pannucci's return for sentencing, court personnel said.

Muskegon attorney Tom Riegler, Erwin's court-appointed lawyer, was in court this morning and could not be reached for comment.

MUSKEGON COUNTY Prosecutor Tony Tague said Erwin's prosecution stemmed from a solid investigation that obtained convincing evidence.

"The case appeared to be a very strong case," Tague said. "In addition to the physical evidence of the defendant throwing the crack down the heater vent, we also had testimony from Muskegon residents indicating their home was used by the Detroit party to deal drugs."

Takeover of area apartments by Detroit drug dealers who either pay residents or intimidate them seems to be an emerging pattern in crack selling, Tague said.

ERWIN WAS arrested March 28 at 2232 Fifth in a raid conducted by the Muskegon County Tactical Narcotics Team and Muskegon Heights police. An estimated $1,000 worth of the "crack" form of the narcotic drug was found hidden in a heating duct during the raid, authorities said.

Also arrested in that raid were Kenjua-da Little, 16, also from Detroit, and Louis Hartfield, 15, of 2509 Jarman, Muskegon Heights. Both are facing similar drug charges as adults.

THE MUSKEGON CHRONICLE, THURSDAY, SEPTEMBER 14, 1989

Prosecutor coordinating drug campaign

By LISA MEDENDORP
and MICHAEL G. WALSH
Chronicle staff writers

Muskegon County's drug-fighting arsenal got more ammunition today with the announcement of a coordinated, comprehensive drug education and enforcement program by Prosecutor Tony D. Tague.

Calling drug dealers "a plague upon our community," Tague said he plans a county-wide attack on drug dealing and drug use and asked for citizen support in the war to make Muskegon County "a drug-free community."

"THIS WAR will be fought in our neighborhoods, in our workplaces and in our schools," the prosecutor said in a press conference today following Wednesday night's drug sweep in an apartment complex in Muskegon Heights.

Tague said the increasing drug "plague" has forced his office to step up drug interdiction efforts in the last nine months.

"We have a much more aggressive drug enforcement program," said Tague, whose office issued 162 felony warrants in first half of year — more than double what had been issued up to that point last year.

"That tells me our program on aggressive enforcement is resulting in an impact on the community," said Tague.

MUSKEGON COUNTY
DRUGS
VIOLATORS GO TO JAIL

Chronicle/BRIAN MASCK

Muskegon County Prosecutor Tony D. Tague and a new sign to go up along county roads. "Today ... I am serving notice on those who sell drugs or commit crimes to buy drugs that they are no longer wanted and will not be tolerated in Muskegon County."

WEDNESDAY'S raid was timed to coincide with the announcement of the anti-drug program "because it shows the Muskegon County law enforcement community has joined together in the war against drugs and in a common goal of making Muskegon County a drug-free community," said Tague.

Despite finding little contraband and making fewer arrests than expected, Wednesday's raid sent a clear message to the drug-using community, said Tague.

"The raid shows every police department and law enforcement agency is united with me in this war against drugs and that we are taking our message to the streets, not only by the road signs but by our activity," Tague said. "Drugs are not going to be tolerated."

Six months in the making, Tague's anti-drug program will include:

- Efforts to gain the backing of the entire Muskegon County community. Already helping in that effort is the 21-member Tague's Advisory Committee To Inform Citizens, also known as TACTIC.

THE COMMITTEE is chaired by FMB Lumberman's President Ronald Gossett. Vice-chair is Rillastine Wilkins of GTE, who also is a Muskegon Heights City Councilwoman.

- Increased drug education in Muskegon County schools. The prosecutor and representatives from every local police agency plan to visit schools and civic groups to discuss drugs from a medical and legal perspective.

- The implementation of a drug control telephone hotline, "72-CRACK," so callers can "Put a Pusher in Prison."

"Initially, callers can leave messages on a recording machine," Tague said. Callers can leave the drug tip information on the tape, "but we encourage people to leave a number where they can be contacted," Tague said. "Their name will be held in the strictest confidence. Only myself and members of the drug teams will have access to the information and we will personally respond to anyone leaving their name and number."

Tague said the new hotline will help to provide narcotics officers with intelligence about overall drug operations in the county. "This concept grew out of the enormous cooperation we have received from the residents of Muskegon Heights during our enforcement activities in that area," said Tague.

- DRUG-FIGHTING and education fund-raising activity. With TACTIC's help, funds will be solicited from local businesses and individuals, Tague said. The money will be used for such items as equipment for drug teams, literature and films for schools, and possibly for "buy" money or to help add additional narcotics officers.

Money already raised for drug enforcement from the separate governmental units in the county has helped, said Tague, "but with the dramatic increase in drug dealing and use in the area we must continually build our arsenal."

- The use of a road sign campaign "to send a clear message that drug dealing and use will result in jail or prison time," said Tague. The prosecutor said the last of the approximately 100 red, white and blue anti-drug signs were being put in place today in locations throughout the county.

As a part of the program, and to stand behind the message on the signs, the prosecutor's office and area police departments will begin a new policy. "Anyone caught with any amount of drugs, be it cocaine or the smallest amount of marijuana, will automatically go to jail," said Tague.

- USING STICKERS that can be placed on automobiles and on the front windows and doors of homes to indicate that citizens support drug enforcement efforts. The stickers say: "I'm helping Tony Tague Fight Drugs." The concept is similar to a neighborhood watch approach, Tague said.

"Drug dealers don't care about our homes, businesses or children," Tague continued. "They are predators who prey upon our children ... parasites who feed upon the weak.

"Because of drugs, we have witnessed killings, assaults, breaking and enterings and robberies," Tague said. "Today ... I am serving notice on those who sell drugs or commit crimes to buy drugs that they are no longer wanted and will not be tolerated in Muskegon County ..."

"To drug dealers from Detroit, I have one message: Stay out of Muskegon County. We will reclaim our streets and protect our neighborhoods."

Suspect arrested in alleged drug slaying

THE MUSKEGON CHRONICLE, MONDAY, OCTOBER 16, 1989

By LISA MEDENDORP
Chronicle staff writer

Muskegon Heights police had the alleged gunman involved in Saturday night's shotgun slaying of an 18-year-old Muskegon youth in custody within two hours of the homicide which occurred shortly after 9 p.m. in East Park Manor.

A warrant charging Evest Briggs Jr., 23, of 2817 Eighth was issued Sunday and Briggs was arraigned in 60th District Court this morning on a charge of first-degree murder.

THE VICTIM of the homicide, Darrick Leon King of 1981 Elwood, was pronounced dead Saturday in the street in front of 665 Hovey, police said.

Police said King was struck in the chest by a shotgun blast coming from inside a car that left the scene immediately after the shooting. A rear window in the car was smashed or shot out, police said.

King's death was the 12th homicide this year in Muskegon County.

Judge Edward C. Farmer Jr. denied bond for Briggs and set a preliminary examination for Oct. 26 at 9 a.m. Briggs appeared without an attorney.

When asked by Farmer if he wished a preliminary examination, Briggs responded by saying, "I wasn't even in the car." The judge then advised him not to speak without an attorney present.

A SECOND SUSPECT, a 47-year-old Muskegon Heights man, also has been arrested and lodged at the Muskegon County Jail. Police were to seek a warrant today charging him with murder.

King's death was the 12th homicide this year in Muskegon County, bringing the homicide total to double what it was for the entire year in 1988.

Muskegon Heights Lt. Samuel McMurray said, "The information received so far from interviews points to a drug connection in the slaying."

Based on information received from both informants and witnesses, "it was a crack cocaine deal that went bad," said Muskegon County Prosecutor Tony D. Tague. "It's our theory that it was an attempted robbery of a dealer." Tague said, however, that no crack cocaine was found.

TAGUE SAID three people, all from the Muskegon area, were in the vehicle and that "at this point it appears Briggs was the trigger man" and the other man lodged was the driver. The third person will not be charged with a crime, Tague said.

McMurray said a witness gave police Briggs' name. "We knew where he stayed and we went to his address and spotted his car at the rear of the residence," said McMurray. "It matched the information given out by witnesses and the rear window was broken."

Briggs had hidden in a basement crawl space, McMurray said, and wouldn't come out at first. Police finally succeeded in getting him to surrender.

"IT WAS excellent work by Muskegon Heights police," Tague said. "The detectives (Dan Calkins and Art McLaurin) were immediately called in and had a variety of sources they checked out. These types of drive-by shootings have proven difficult to solve statewide, so it's a credit to Muskegon Heights that they solved it so quickly."

Tague said members of the area Major Case Team were to begin canvassing East Park Manor for witnesses today. They also were to assist in the search for the murder weapon. The Michigan State Police crime laboratory was to process the car for evidence.

Funeral arrangements were incomplete this morning, but will be handled by Toombs Funeral Home. King was the son of Lefay King and Edna Carson of Muskegon. He was employed at Doo Drop Inn Inc.

THE MUSKEGON CHRONICLE, SATURDAY, NOVEMBER 4, 1989

Doctor to plead on drug charges

By MICHAEL G. WALSH
Chronicle staff writer

Muskegon osteopathic physician Dr. Harvey A. Bergren, who on Friday pleaded no-contest to two seven-year drug charges in Muskegon County, also will plead no contest to two five-year federal charges, according to his lawyer and a federal prosecutor.

Bergren

Lawyers for Bergren, 54, of 3316 W. River Road, negotiated a plea agreement in U.S. District Court, Grand Rapids, said Assistant U.S. Attorney Richard Murray and defense attorney Richard Kraus.

ACCORDING TO that agreement, which has yet to be finalized, Bergren will plead no contest to distribution of more than 20 kilograms of dihydrocodeinone (Tussend), a cough suppressant, and to the distribution of 50,000 tablets of 50-milligram doses of Didrex, benzphetamine, a weight loss medication.

In exchange for the pleas, the other 51 federal charges against him will be dropped. Each federal charge carries a maximum five-year prison term and a $250,000 fine.

No plea date has been set in federal court, Murray said.

Federal attorneys are continuing to attempt to seize Bergren's North Salem Clinic, 1179 Whitehall.

KRAUS, BERGREN'S Lansing-based defense attorney, said he and his client spent most of the last week in negotiations and finalized their plans on Thursday, but he declined to discuss the reasons for the decision to make the pleas.

"I don't want to comment on the reasons why we entered that plea. That's between me and my client," said Kraus, who described Bergren as undergoing emotional turmoil. "It's a difficult time for him and his family, as you'd expect."

Bergren, whose practice first came to light in a 1981 Muskegon Chronicle investigation, pleaded no-contest earlier Friday in Muskegon County 14th Circuit Court to two seven-year felony charges alleging the illegal dispensing of controlled substances.

BERGREN MADE his plea to delivery of dihydrocodeinone (Tussend), a cough suppressant and benzphetamine (Didrex), a weight loss medication.

In a deal with the Muskegon County Prosecutor's office, charges of delivery of Talwin NX, a pain killer, and Valium, a tranquilizer, were dropped.

No public notice was given for the Friday court appearance before Muskegon County 14th Circuit Court Chief Judge R. Max Daniels who set sentencing for 8:30 a.m. Nov. 29.

Bond for Bergren, who faces up to seven years in prison on each count, was continued.

MUSKEGON COUNTY Prosecutor Tony D. Tague said Bergren has been the main target of local anti-drug police work for several years, but police were unable to solidify a case against him until last year.

"Since I've been involved in narcotics investigations, he's been the focus," Tague said. "It's taken time to put together a sophisticated and complicated investigation to (make) a strong case."

The Bergren prosecution, said Tague, should be a warning that no one is exempt from prosecution.

"THIS CASE signifies the position of my office that we will go after anyone if they're involved in the distribution of controlled substances, be they a street dealer, doctor or any other type of business person."

According to Les Bowen, chief trial attorney of the Muskegon County Prosecutor's office, Bergren pleaded no contest to two drug buys by undercover West Michigan Enforcement Group officers on Nov. 8, 1988.

"I really didn't believe this was likely to happen," said Bowen. "He's going down pretty hard on two seven-year counts (stemming from the) Nov. 8, 1988, incident."

In that incident a WEMET officer obtained prescriptions for the controlled substances without a medical necessity.

"WE ARE dismissing the remaining counts as a part of the negotiation in this matter," Bowen said. "A conviction for two seven-year counts will give Judge Daniels exactly the same sentencing discretion he would have had if we had convicted the defendant of all counts at trial."

Muskegon County prosecutor Tony D. Tague said Bergren has been the main target of local anti-drug police work for several years.

Bergren appeared steady in Friday's court appearance and was calm as he told Daniels it was his own decision to make the no-contest plea. Such pleas are the equivalent of guilty pleas.

"We believe this conviction will mean a virtual drying up of the prescription drugs on the streets of Muskegon County that have been rampant for so long," Bowen said. "We hope to now do the same thing with crack cocaine."

BOWEN ALSO praised interagency cooperation for the Bergren prosecution.

"This was the best example we've had in Muskegon County of cooperation among both federal and state agencies," Bowen said. "This case resulted from sharing of manpower, time and information by the U.S. Drug Enforcement Administration, the U.S. Attorneys office, (the state's) Pharmacy Division of Licensing and Regulation in Lansing, the (state) attorney general's office and the Michigan State Police WEMET team."

The Detroit News
Tuesday, November 14, 1989

Mom charged with drugging fetus

Associated Press

MUSKEGON — A woman accused of smoking crack cocaine less than 24 hours before giving birth was charged Monday with delivering the drug to her child.

Kimberly Hardy, 22, was charged in Muskegon District Court with second-degree child abuse and delivery of cocaine. No plea was entered, and she was released on a personal bond. A preliminary hearing was scheduled for Dec. 6, before District Judge Edward Farmer Jr.

Attorneys say it is the first Michigan case in which a mother has been charged with delivering cocaine through her body to her child.

The delivery charge carries a maximum penalty of 20 years in prison. The abuse charge is punishable by up to four years in prison.

Hardy was released Friday from a substance abuse treatment program which she voluntarily entered when the pending charges were announced three weeks ago.

Prosecutors say laboratory tests done at the hospital, where Hardy's son was born Aug. 20 showed cocaine in the baby's and mother's systems. The baby and Hardy's 4-year-old son and 1-year-old daughter were placed in a foster home.

"She's another victim of the war on drugs and drug hysteria," said Howard Simon, executive director of the Michigan chapter of the American Civil Liberties Union. The ACLU has accepted Hardy's case, one of several nationwide in which women who abused drugs during their pregnancy are being prosecuted.

Simon said that of 10 similar cases prosecuted so far this year, one was successful. A Florida woman was sentenced to 14 months' probation for delivery of cocaine to her baby.

Muskegon County Prosecutor Tony Tague has said he is prosecuting Hardy to send a message to other pregnant drug abusers that they should seek medical help and counseling. He said that if Hardy is convicted, he would recommend probation and drug treatment for her.

THE MUSKEGON CHRONICLE, MONDAY, DECEMBER 18, 1989

County jail felons may walk next

By MICHAEL G. WALSH
Chronicle staff writer

Muskegon County law enforcement authorities today said convicted felons may be the next group to walk free from the county jail in the wake of continuing overcrowding emergencies.

R. Max Daniels, chief Muskegon County 14th Circuit Court judge, on Friday released 51 misdemeanor offenders and those awaiting trial on misdemeanor offenses because of continuing overcrowding at the jail.

JAIL AUTHORITIES today, however, said the next release, when and if it becomes necessary, likely will necessitate the release of convicted felons to meet state law covering jail conditions.

"The real problem right now is we only have 38 misdemeanor (offenders) left and 205 felons as of Dec. 17," said Capt. Robert Baker, jail administrator. "If we get rid of more misdemeanor (convicts), the next time up, it's possible we'll have to let felons out on the street."

As of this morning, the county jail was one person over the facility's state-mandated capacity at 226 inmates. However, by state law, the jail must be at 90 percent of capacity or maintain 10 empty beds, a standard to which jail authorities say, they cannot comply.

"**WE'RE STILL** holding 12 people in the gym," said Baker. As a result, he said, inmates have no opportunity for exercise to work off stress, and the likelihood of assaults on inmates and guards increases, opening the county and its employees to liability.

"Because we can't mix felonies with misdemeanors we have to house the felonies in the gym, which doesn't allow us to give inmates outside-cell activity," said Baker. "Because of the inability to get these inmates out of cell blocks we're having more and more (inmate-on-inmate) assaults and assaults on the guards. It's a dangerous situation down here."

Friday's inmate release was the fifth this year and the seventh since Sept. 21, 1988, said Baker. The last release occurred Oct. 11 when 27 misdemeanor inmates were released.

BAKER ESTIMATED that 150 convicted misdemeanor offenders have been released this year to date. Offenses cover a wide spectrum of offenses, with a number of people arrested on drunken driving charges included.

"Everything imaginable," said Baker of the offenses listed among those released Friday. "There were a lot of drunken divers. It'll be nice they'll be out for Christmas running people off the road."

Muskegon County Prosecutor Tony D. Tague said jail overcrowding is a political problem with dangerous — and immediate — consequences if ignored.

"**OBVIOUSLY, THERE'S** an emergency situation, and the release of prisoners affects the overall criminal justice system," said Tague. "It has a very negative impact on my attempts to take a hard-line approach against crime. If there is not swift and certain punishment, certainly there is not going to be any deterrent against crime in the county."

Tague said county board members must address the issue now.

"It has to be addressed immediately with further funds to ensure we do have a place to incarcerate people," said Tague. "The county board is the body that will have to address the issue. This has been an ongoing problem which has to be addressed immediately. We'll see a major public reaction if we start releasing felons from jail, and if further action isn't taken, we may be at that point."

"We've had overcrowding (problems) since September," said Daniels. "We've had many meetings with the county, expecting something would be done, but nothing's been done. There was a written complaint about it (from jail administrators), so I decided to comply with the request and release the people. I'm surprised (jail personnel) didn't complain earlier."

THE MUSKEGON CHRONICLE, WEDNESDAY, JANUARY 10, 1990

Woman accused of trying to set up drug lab

By LISA MEDENDORP
Chronicle staff writer

A 36-year-old Twin Lake woman whom authorities say was about to set up a laboratory in Muskegon County to manufacture methamphetamine is facing state and possibly federal drug charges.

Sandra Lee Packingham, who listed her address as 3636 Crocker, was arrested Monday by officers from the West Michigan Enforcement Team and the federal Drug Enforcement Administration.

THE STIMULANT methaphetamine is also known as "crank" or "speed." In its smokable form, it is called "ice" or "crystal meth."

Packingham was arrested after purchasing chemicals from a WEMET undercover officer in the parking lot of a Norton Shores restaurant.

Michigan State Police Lt. Detective Lawrence Rodriguez said WEMET received information in November that Packingham wanted "to start a meth lab in the Muskegon area."

RODRIGUEZ SAID Packingham, who lived in California before returning to the Muskegon area, "made it known she needed certain chemicals and glassware. Our undercover officer was making some buys from her, and they came to an agreement she would buy the chemicals and glassware."

WEMET then requested assistance from the DEA, which provided the difficult-to-obtain chemicals and additional manpower.

Jeffrey Kildow, resident agent in charge of the DEA's Western Michigan Bureau in Grand Rapids, said Packingham "was arrested in possession of a sufficient quantity of chemicals, glassware and other materials that would allow her to illicitly make a large quantity — approximately two pounds — of methaphetamine."

RODRIGUEZ SAID authorities had no evidence she planned to produce the potent, smokable form of the drug.

WEMET and DEA officers also searched two homes on Crocker Road in Dalton Township. The consent searches yielded records, a formula and a gas mask from one of the locations, Rodriguez said.

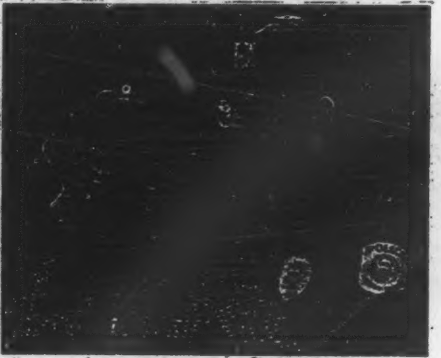
"We were anxious to get her before she actually set up the lab," Rodriguez said, because making methaphetamine "is a volatile, dangerous process."

USERS OF methamphetamine, especially in its smokable form, often exhibit extremely violent behavior, authorities say.

"I think this is the beginning of the inroad of this type of drug in the Muskegon area," said Muskegon County Prosecutor Tony Tague. "I believe its introduction will further escalate the drug problem in Muskegon County even from the significant dangers we've seen with crack cocaine."

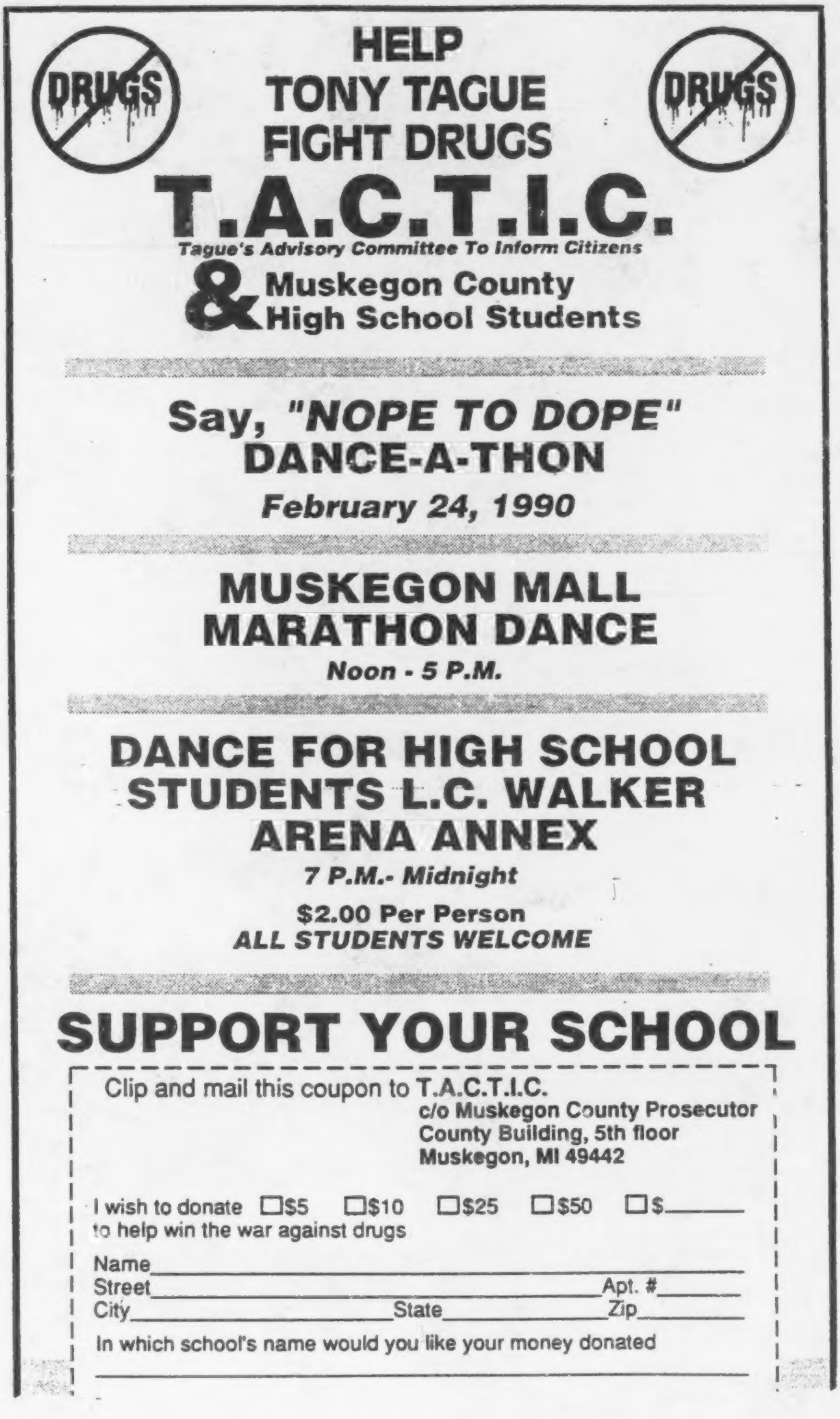
Packingham was arraigned Tuesday in Ottawa County's 58th District Court on a state charge of delivery of methamphetamine. Judge Richard J. Kloote set bail at $10,000 and a preliminary examination for 11:30 a.m. Jan. 18. Another state warrant charging her with delivery of cocaine was expected to be issued today in Muskegon County.

KILDOW SAID the U.S. Magistrate Tuesday afternoon issued a complaint warrant against Packingham for attempting to manufacture methamphetamine. He said the agents plan to present evidence against Packingham to a federal grand jury to consider charges.



Chronicle/DAVE CARLSON

Norton Shores Patrolman Kenneth Kleft escorts drug suspect Sandra Packingham toward a police cruiser following her arrest by state and federal officers outside a Norton Shores restaurant.



DRUGS

HELP
TONY TAGUE
FIGHT DRUGS

DRUGS

T.A.C.T.I.C.

Tague's Advisory Committee To Inform Citizens

& Muskegon County
High School Students

Say, *"NOPE TO DOPE"*
DANCE-A-THON

February 24, 1990

MUSKEGON MALL
MARATHON DANCE

Noon - 5 P.M.

DANCE FOR HIGH SCHOOL STUDENTS L.C. WALKER ARENA ANNEX

7 P.M.- Midnight

$2.00 Per Person
ALL STUDENTS WELCOME

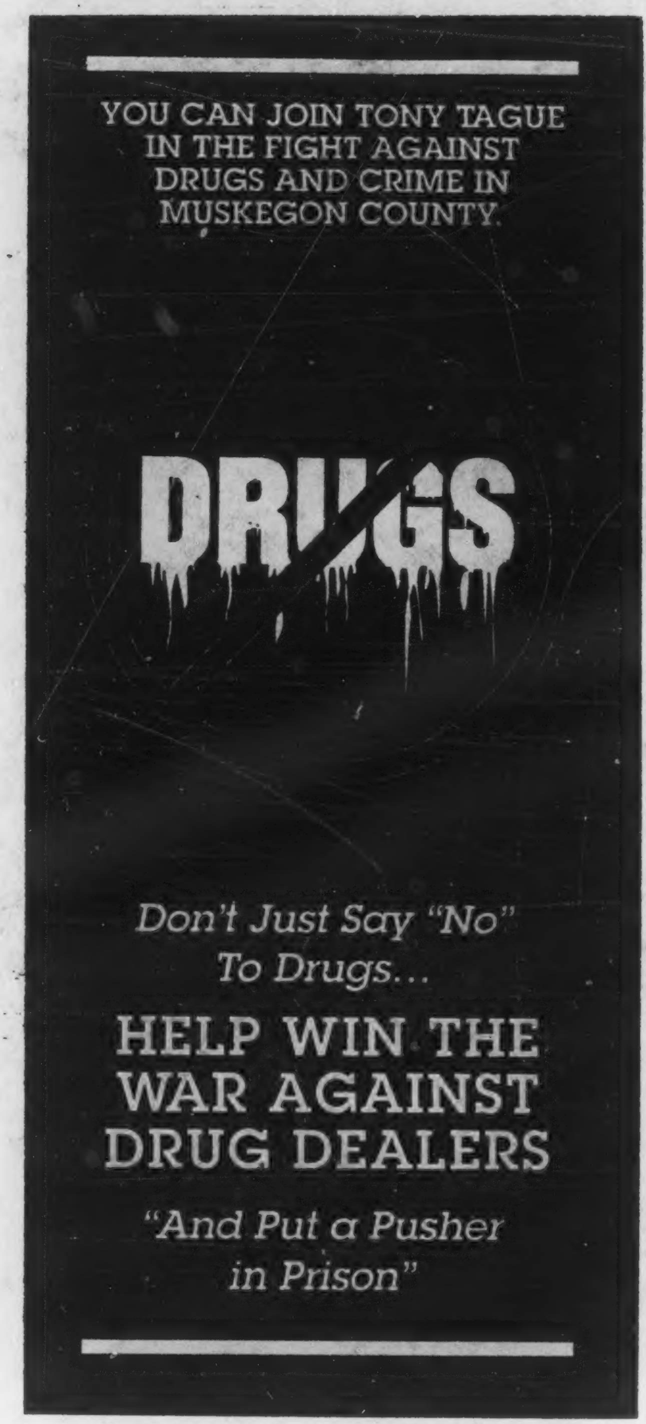
SUPPORT YOUR SCHOOL

Clip and mail this coupon to T.A.C.T.I.C.
c/o Muskegon County Prosecutor
County Building, 5th floor
Muskegon, MI 49442

I wish to donate ☐$5 ☐$10 ☐$25 ☐$50 ☐$______
to help win the war against drugs

Name______________________________
Street______________________________Apt. #______
City____________________State______________Zip______

In which school's name would you like your money donated
____



YOU CAN JOIN TONY TAGUE
IN THE FIGHT AGAINST
DRUGS AND CRIME IN
MUSKEGON COUNTY.

DRUGS

Don't Just Say "No"
To Drugs…

HELP WIN THE
WAR AGAINST
DRUG DEALERS

"And Put a Pusher
in Prison"

I NEED YOUR HELP IN THE WAR AGAINST DRUGS

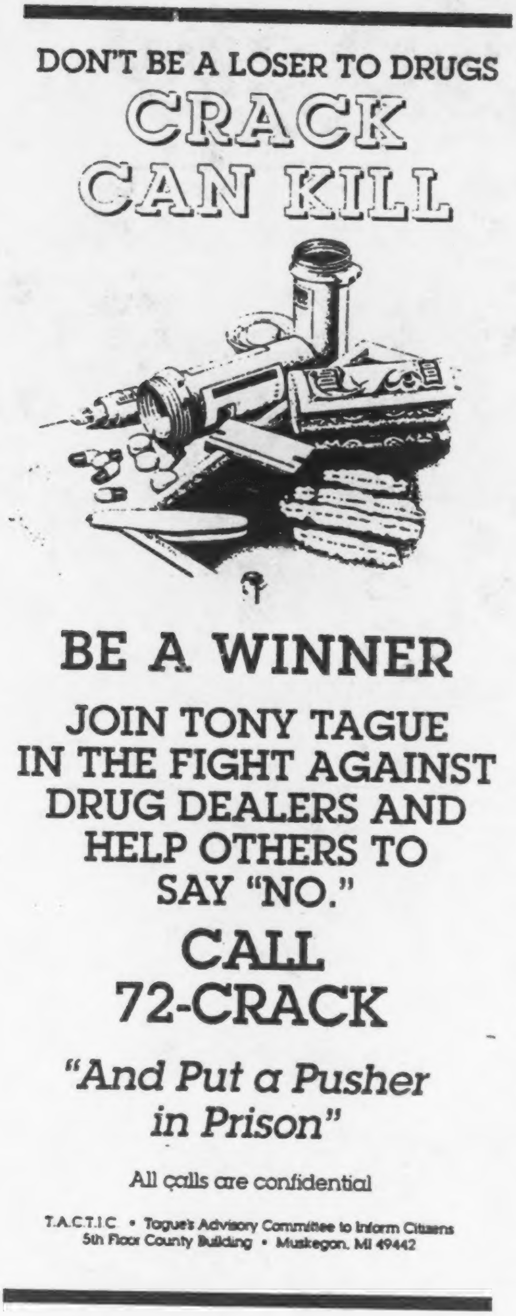
It's time we served notice on the drug dealers that they are not welcome and will not be tolerated in Muskegon County. They will be ***ARRESTED, PROSECUTED***, and ***GO DIRECTLY TO JAIL.***

The job is far from done. Together, we will win the war against the drug pushers and those who commit crimes to buy drugs. We can keep our kids, homes, and neighborhoods safe. If drugs are being sold or used in your neighborhoods, call me. I need your help if we expect to defeat the drug dealers.

Call the **DRUG CONTROL HOTLINE:** **72-CRACK** *"And Put a Pusher in Prison"*

All calls are confidential.

TONY TAGUE
MUSKEGON COUNTY PROSECUTOR



DON'T BE A LOSER TO DRUGS

CRACK
CAN KILL

BE A WINNER

JOIN TONY TAGUE
IN THE FIGHT AGAINST
DRUG DEALERS AND
HELP OTHERS TO
SAY "NO."

CALL
72-CRACK

*"And Put a Pusher
in Prison"*

All calls are confidential

T.A.C.T.I.C. • Tague's Advisory Committee to Inform Citizens
5th Floor County Building • Muskegon, MI 49442

I'M HELPING
TONY
TAGUE
FIGHT DRUGS

UNITED STATES SENATE
PERMANENT SUBCOMMITTEE ON INVESTIGATIONS
STATEMENT BY ROLANDO H. SHOREY, EXECUTIVE DIRECTOR
DIVERSIFIED YOUTH SERVICES INCORPORATED
DETROIT, MICHIGAN
MONDAY, MARCH 19, 1990

Good morning and welcome to Detroit. My name is Rolando H. Shorey. I am the Executive Director of Diversified Youth Services, Inc., a private, non-profit organization which provides mental health, educational, delinquency, residential, and other social services to children, adolescents and their families. I am a member of the Board of Directors of the Michigan Federation of Private Child and Family Agencies. I am also a member of the Board of Directors of the National Association of Black Social Workers-Detroit Chapter. We too have focused our attention on the problems and solutions to "Kids, Drugs, and Crime."

I am pleased to have the opportunity to speak to you this morning on the "Impact of Drug Abuse and Drug-related Crime on the Juvenile Justice System." You are well aware, as your presence indicates, that our nation is in serious trouble. Let's call it a crisis; a crisis precipitated by the continued proliferation of drug use and drug abuse by all sectors of the community, particularly kids, and the correlation of that drug use to the demonstrative escalation of juvenile delinquency. Drug use and crime has ripped deep into the fiber of our society and threatens the future and the social cohesion of America. The impact of drug abuse and drug related crime on the juvenile justice system can be seen by the increase in the number of offenses which are drug related. The impact can also be seen in the consistent over crowding of youth detention and lock-up facilities. The juvenile justice system is bursting at the seams. Our traditional ways of mending and patchwork solutions have not proven effective in repairing the social fabric. And, predictably we are not in control but rather being controlled by the impact of "Kids, Drugs, and Crime."

Drug use among kids is not new but it is worse than ever and getting worse. Crime committed by kids is not new but it too is worse than ever and getting worse. We have seen and in some cases felt the results personally. The evidence in our society is there for all who have eyes to see; for all who have ears to hear; for all who have hearts to feel. What we see is traumatic and what we feel is overwhelming. The relationship of drugs and crime among kids is astonishing but the evidence is there which in study after study, report after report, links drug use by kids to crime by kids.

Now, let me be clear. This is not a problem with our kids alone. This is a problem in all sectors of our society. Drugs have no respect for race, gender or social standing. Frankly, the kids are only mirroring the symptoms of a societal problem. And, as tradition would have it we do see a disproportionately high representation of blacks and the poor in the criminal and juvenile justice system due to the drug connection---particularly black males.

A recent media published study revealed that in Detroit alone more than two-thirds of all people arrested had illegal drugs in their system. Only two years ago a similar study revealed that fifty-percent (50%) of all arrested had illegal drugs in their system; clearly, a sharp increase in only two years. The problem is indeed getting worse. Another national study purports that nearly one in four young Black American males are either in jail, prison, or on probation or on parole. Is there a connection to drugs---you better believe there is one. 65-75% of these crimes are related in some way to drugs.

In all areas of our society there is the increasing realization that we are under-siege and losing the battle of "Kids, Drugs, and Crime." If one polls the communities and schools, it stands out as our number one fear.

In the mental health system here in Wayne County drug abuse by the mentally ill is becoming their secondary diagnosis. This presents a new set of problems to the traditional way of serving the mentally ill. In the social service sector the impact of drugs and the correlation to crime is everywhere. As reported by an official of the Wayne County Department of Social Services in a recent media report, "Every 24 hours the department receives on the average more than 33 complaints of child abuse or neglect and investigations reveal that 75% are related to drugs, mainly crack cocaine."

In our urban educational system we have a crisis. Not only are student drop-out rates too high, so are student kick-out rates. And for those who make it through, too many are not sufficiently prepared to be job-ready or college-ready. Drugs have proliferated our educational system at all levels. A review of cases involving students who have been kicked out of school because of a violation of the "Student Code of Conduct" reveals that 81.8 percent of these kids were connected to a drug violation. Kids are experimenting with drugs at a younger and younger age. Reports reveal that of those kids who get though high school 93% admit to using drugs to varying degrees.

More and more I hear the frustration of my staff and the observations of my colleagues that the children of the 80's give a new meaning to "multiple-problem" and "at-risk." The problems they bring to the service delivery system are more severe, more wide-spread, long-standing and more difficult to treat. When one examines the common denominator, the resounding response is, "Drugs and Crime."

Over the last two years, I have had to report to my Board of Directors the deaths of adolescents in my school program due to drugs; that is 8% of the student population were killed via drug ties. With the worsened state of drug affairs the youth of the 80's produced a kaleidoscope of problems at a rate much too fast for us to absorb and resolve.

In our work with children and their families, we are experiencing in all programs (a total of 7) that 60% of all the families we serve have some degree of problems with drug abuse.

The social service and juvenile justice systems nor other human service systems are able to respond to the pressure that the phenomena of drugs and crime has created. We can't build jails rapid enough. We can't hire staff soon enough and funding doesn't flow fast enough to tackle the problem. Our response has traditionally been incarceration or other forms of institutionalization. The cost is exorbitant and continues to sky rocket. In addition, while incarceration and institutionalization have a role in our response to crime; it has not proven to be the panacea to this issue of drugs and crime. With the scarcity of resources the problem of drugs, crime and the impact on the juvenile justice system require a mixing of traditional and non-traditional methods. It is not an easy task and it may require some risk taking---calculated risk however.

What we do know is that creative actions and solutions must occur, and right away. While we may feel helpless from time to time, we are not without hope. For the last two years, I have served on the "Juvenile Justice Task Force" here in Michigan. Therefore, what I share with you today is the collective and shared views of the "Juvenile Justice Task Force, the Michigan Federation of Child and Family Agencies and the National Association of Black Social Workers:

RECOMMENDATIONS:

1. First and foremost the solution is families. Strong families make disciplined, obedient and God fearing Children. Strong families make drug free and crime free children. Strong families make safe communities. Isn't this what we all want? Obviously, then a key to this issue of "Kids, Drugs, and Crime" is the family. Our resources and attention must target that system. Unfortunately for various reasons we have not been willing to make a genuine commitment to the families of which the kids for whom we are concerned are members. Instead of looking at this total picture we look only at part of the picture. Instead of tackling the total problem we tackle only part of the problem. The results are fragmented, ineffective and/or short term remedies and not long term solutions.

2. Support the increase in Title XX of at least $500 million with no ear mark. Title XX will certainly help in the improvement of services to families specifically family preservation initiatives, educational services and a combination of other services for children with special needs. Improvements in these areas will serve as a preventive effort in the continued problem of drugs and crime.

3. Support effective adequately funded community-based programs. Community based programs are often less costly than institutional placement but remember start up funds will be required to initiate these efforts. The community based programs must have effective, strong and sufficiently funded educational options such as intensive Day Treatment and skill development training.

All of the above recommendations have a major emphasis on kids and family.

Saginaw Police Department
612 Federal • Saginaw, Michigan 48607

**TESTIMONY OF ALEX G. PEREZ
CHIEF OF POLICE OF SAGINAW, MICHIGAN
BEFORE
THE SENATE PERMANENT SUBCOMMITTEE ON INVESTIGATIONS**

Mr. Chairman and Members of the Subcommittee, I want to thank you for the opportunity to appear and testify before you today. Saginaw is not unlike most urban cities that you have heard about or will hear about in the future. Saginaw is suffering from the same kinds of problems that other urban cities are; we are not unique. We feel the impact of crack cocaine and the related violence it has fostered. Crack enforcement has drained our resources, filled our already overcrowded jails, burdened the judicial system, and created pain and misery in our community. We are struggling as a community to deal with the present crack epidemic. We recognize that education, prevention, treatment, rehabilitation, as well as strong parental and church involvement, is required to turn this epidemic around. The long term solutions, in my view, may relieve the problem in the future years. My question is, what about today and tomorrow? How long can we bleed? The obvious long term solutions, such as education, prevention and changes in social attitudes and values, take time to develop and become institutionalized. They require the resources and energies of multiple disciplines and networks; often times, beyond the scope of reality. Developing a long term strategy, in hope of solving the problem in the future years, does nothing to solve the terror and violence caused by the problem today. Federal strategy, well meaning as it may be, is not immediately important to the local neighborhoods where the crack wars are fought. They understand daily crack deals, crack houses, intimidation, drive-by shootings, isolation, fear, and despair at the system's inability to correct the problem.

STATE DRUG STRATEGY

Michigan has a state drug strategy. The major thrust of our strategy is narcotics enforcement, provided by the multi-jurisdictional, cooperative, state and local drug teams. Currently, there are eighteen cooperative drug teams which cover the entire state. Each team has a board of directors comprised of state, city, and county police officials, prosecutors, and in some instances, federal enforcement personnel. Each team is comprised of state, local and federal police officers and civilian support staff. State Police personnel provide administrative, and for the most part, operational supervision. Operational direction, however, remains with the board of directors. The boards are directing the teams to implement innovative approaches to enforcement; such as teams working on major cases using the grand jury, crack cocaine squads, and street enforcement sting operations among others.

The City of Saginaw is part of the Bay Area Narcotics Enforcement Team, which consists of a number of cities and counties with a total population of over 500,000. The Saginaw County Prosecutor's Office has a specific Drug Division with two experienced assistant prosecuting attorneys assigned exclusively to prosecute drug cases. Cases are generated by BAYANET, the Saginaw Police Department's Special Operations Unit, Saginaw County Sheriff's Department and patrol divisions from all police departments. In response to citizens' complaints and municipal pressures, BAYANET and Special Operations concentrated on street buy busts and crack house search warrants in the summer and fall of 1989. In 1990 narcotics prosecutions will be targeted as the principal law enforcement effort with the four most experienced assistant prosecuting attorneys assigned to supervise the local police departments in narcotics investigations. Numerous high-level conspiracy narcotics investigations are now in progress. BAYANET will have a separate team assigned to Saginaw due to the increase of the I-75/Detroit originated narcotics trafficking. The use of a multi-county grand jury is being studied and evaluated to combat the I-75 problem. This problem was most recently demonstrated in a case where eleven people from Detroit were charged in a 7-count warrant with delivery and conspiracy to deliver cocaine, as well as delivery of cocaine to minors, extortion and child abuse. The Detroit dealers utilized juveniles to sell on the streets of Saginaw, and this case involves the torture of one juvenile by burning parts of his body to induce the juvenile's participation in drug trafficking. Closer cooperation with the United States Attorney's Office, the FBI and DEA has been fostered in order to coordinate both federal and state efforts.

Saginaw is described in the Michigan State Drug Strategy as having a crack epidemic and cocaine network with immediate links to Detroit, Florida and California. During the course of 1989, arrests related to crack cocaine alone skyrocketed almost 150%. Of those persons arrested, approximately 20% were juvenile offenders. Speculation is that the city's crack cocaine traffic is responsible for as much as 70% of other related serious crime in the community. Crack trade is changing from a diverse network of high profile operators to a territorial businesslike operation, resulting in a significant threat of violent behavior towards law enforcement personnel, innocent victims, and rival traffickers. The Michigan State Drug Strategy clearly identifies the present problem that we are faced with in the Saginaw community. It also puts forth a proposed strategy to deal with the problem in the coming years.

CRACK

Street level crack dealers and crack houses have plagued Saginaw for the past four years, creating an expensive preoccupation for law enforcement personnel. Our efforts have been somewhat successful but costly. We have learned to understand the dangerous and violent, almost chess-like game that we are forced to play. For example, at one time, using the ram on the door of a suspected crack house was sufficient to gain entry. Then the crack dealers decided to fortify the structures, doors and windows, with two by fours. We were successful in cutting through the two by fours to gain entry with chain saws. They countered that move by replacing the two by fours with steel bars and intercom systems around the perimeter of the residence to detect outside activity. We started using ladders to enter the second floor and roofs of the drug houses. They started changing drug houses like the shell game every two or three days, making warrants impossible to serve. They soon discovered that selling in one place, keeping crack cocaine in another, and moving around and changing the faces often was a way to confuse and disorient enforcement efforts . . . and the game goes on. We play the deadly chess game while trying to catch them transporting cocaine from place to place. At first we used to get large quantities of cocaine, guns and money in one vehicle. Now, they split up in at least three different directions in leased or borrowed vehicles with the money in one, the weapons in another and with the crack in a third . . . and the game continues.

On dozens of street corners, we confront crack dealers, mostly teenagers, fleet of foot and street smart, armed and dangerous. The street dealers are usually organized in small groups; usually changing roles in order to confuse the police, who may be conducting surveillance. Street corner dealers deal a rock at a time. They try not to get caught with both the rocks and the money at the same time. After selling the rock, they take the money to a third party, usually between some houses, exchange the money for an additional rock and they're back out on the street corner. The reason for selling one rock at a time is obvious. A one rock arrest makes a sales case hard, if not impossible, to prove. The money may change hands two or three times again in order to confuse police surveillance. Our street level enforcement efforts also require fleet of foot officers to chase the street dealers, usually in several directions, trying to get the right person . . . and the game goes on.

Violence associated with the drug distribution, specifically crack, continues to escalate. Drug dealers continue to fight for dominance in neighborhoods where honest citizens are helpless and afraid to intervene. Homicides, felonious assaults, and drive-by shootings become commonplace and symbols of the turbulent times. Juveniles are used to sell and transport drugs and they often end up being the victims of violence, including homicides.

There appears to be a natural progression of events as it relates to the origin of crack in our community. Crack was introduced about four years ago in the form of discussions and articles about the cocaine in rock form called "crack". We heard that it would soon be moving up I-75 from the Detroit area. We soon found some rocks, and then we found more rocks, and then we found thousands of rocks. What started out to be a rumor turned out to be reality of the worse kind. What started out to be a relatively new product was discovered to be easily manufactured. The ease of entry into the market made it possible to become a manufacturing dealer with little or no investment. We started to get new home-grown players into the lucrative business. Competition drove the prices down and the quality and size of the rocks increased. With all the new players, the support services systems followed -- the bodyguards, the drivers, the salesmen, the muscle men, etc. At this point, some time in mid-1989, the market became flooded with cheap crack and profits began to dwindle. At the same time the consolidation of business began to result in territorial disputes, ending in violence between competing forces; local dealers versus local dealers, local dealers versus outside dealers. It appears that the consolidation stage will continue as well as the related violence. The last phase of this evolution of events will be the survival of the strongest with control by death and fear.

IMPACT ON THE CRIMINAL JUSTICE SYSTEM

The increasing number of drug arrests (150% over the past year) has caused an impact on the criminal justice system, which illustrates the lack of balance between all of the components in the system. We have flooded the system with increased arrests, causing the prosecutors and judges to make decisions that they wouldn't ordinarily make because the jails are in a state of emergency with overcrowding on a weekly basis. Most of the criminal justice funding has been in the area of enforcement, followed by some for prosecutorial efforts. This has caused a significant problem regarding the disposition of drug related cases. The majority of cases are crack related and are of the one and two rock type. The dilemma that prosecutors and judges are faced with is what to do with the one rock dealer/user. The larger dealers in this system are prize catches, but they are few and far between. We experienced similar front-end funding several years ago when we implemented a county-wide drunk driving program that was funded with Office of Highway Safety and Planning funds for enforcement purposes. Drunk driving arrests increased in record numbers. We again flooded the system. The prosecutors, judges, and alcohol alternative programs were unable to cope with the overload; and we continue to feel the impact today, as cases work through the system. The drunk driving program placed prosecutors and judges in the position of making decisions that ordinarily they would not have made. The cost of the OUI program rippled for eighteen months after the funds stopped. There was no additional funding for judges and prosecutors. The question in my mind is, who really benefited from the intense effort? Who were the real winners?

IMPACT ON THE COMMUNITY

I will now address what I feel is the real tragedy of the crack epidemic as we know it in Saginaw, and that is, the impact upon the community. This is the first time in our war on drugs that we have experienced the openness of drug sales, the youthful offenders, the brazen attitudes of dealers who sell in front of marked police vehicles, the occupation of buildings and neighborhoods by drug dealers and thugs, and the violence associated with the use of crack itself. Already deteriorating neighborhoods are the most vulnerable. The few remaining residents, too poor or too old to leave, are left at the mercy of crack dealers, drive-by shootings and street violence. They are forced to take refuge in their homes and hide on the floor when the shooting starts in the street. The elderly, who are afraid to leave their homes and depend on delivered meals, run the risk of no meals. Meals On Wheels volunteers fear for their safety as well. The last remaining thread of stability wears thin. The public housing units, which once had an occupancy rate of 97%, stands at 90% today, and is dropping. The high density neighborhoods of the projects make it fertile ground for the crack dealers. They invade apartments, pay tenants for the temporary use of the room, and deal crack. They continue to move from apartment to apartment bringing violence and shootings with them. The victims are the apartment residents who get caught in the territorial disputes, rip-offs, money shortages, and bad dope deals. Increased police enforcement against crack dealers in the housing projects has created a battleground in a once peaceful and flourishing project. The community suffers when crack users victimize their families by stealing TV's, VCR's, money, food stamps, household items, cars and car parts. They slowly pick their family members clean, and when confronted, respond with violence. Crack users are also responsible for an ever-increasing rate in the number of property crimes and robberies, as well as aggravated assaults, adding to the continued deterioration of neighborhoods. Violence associated with crack usage is well documented. Homicides committed over a rock, homicides committed because of using a rock, sexual assaults, and felonious assaults all testify to the violence and bizarre effect of crack usage. We are fighting our battles street by street, block by block, in what appears to be a never-ending drug war in the neighborhoods. Is it effective? What are the options? At what cost? How long can we wait? When will we know if we've lost or won? These are some of the questions I ask myself. These are the questions the neighborhood residents ask me. Does the community or the neighborhood residents really care about a billion dollar interdiction program on the high seas. No, I think not. They really want to be able to sit on their front porch, walk the streets, not have their house shot up, and sleep at night. They want their children to be safe on the streets and on school playgrounds.

A LOCAL PLAN OF ACTION

I am not naive enough to believe that if I tell someone our troubles they'll go away, or that if I wait long enough, help will come. The days of the cavalry are gone. We will continue to make drug arrests at all levels of violations -- street crack dealers to Columbians -- at an enormous financial cost. We will continue to strain the system with our arrests. Not to do so would ignore the human cries of the helpless and hopeless. I recognize that the long term solutions require time and luck, but the bleeding continues.

Local drug strategies lack comprehensive networks to address the local problem. Commonly, law enforcement agencies bear the burden. Critical issue areas affecting drug-ridden neighborhoods, such as empty and abandoned homes, multiple family rental units, ordinance enforcement, and environment, are strangers to the war on drugs. Any effective anti-drug strategy must give priority to local programs which target high-trafficking neighborhoods and assume integration of already existing services.

In addition to our strict law enforcement efforts, I'm proposing what I refer to as an Integrated City Action Plan, ICAP for short. I believe that we have in place most of the elements, at the municipal level, to have a significant impact on the quality of life in those neighborhoods that I have described. All we have to do is focus those energies in a designated high crack drug area with laser intensity. An action plan would identify the crack areas in the city and combine the resources of those departments having the ability to impact the quality of life. An action plan would consolidate the energies of the fractured services of a number of city departments -- Police, Housing, Building, Code Enforcement, City Attorney, Parks and Recreation, Environmental, and focus on the identified area with sufficient intensity to change the environment and conditions so that crack dealers and related criminals no longer feel safe and secure. An action team structured and motivated with a unified direction of purpose would consist of those departments and bureaus of the city, working in unison, after police action in a designated area. Our Mini Stations are already in place. They are community based and problem oriented, and would be the catalyst for the ICAP. As the lead players, they would have the information and contacts to move the effort along with little wasted time. After the enforcement effort, Building and Housing personnel would move forward, contacting landlords and issuing violations. The City Attorney would move on condemnation. The environmentalists would address trash, abandoned cars, and junk. Crime Prevention would start organizing and contacting neighborhood anti-drug teams. Fire Department personnel would inspect for fire violations. Social service organizations and churches would review family conditions in the area. The neighborhood would no longer provide a safe environment for crack dealers. The impact on the targeted neighborhoods, because of the high visibility of the plan, would provide a sense of well being and show that local government is serious about taking back the streets. Equally as important is the process of teamwork and team building between the city departments, as they collectively work under a specifically designed ICAP for a common goal with renewed vigor and intensity.

This approach does not require us to wait for external forces before we can make some positive impact on the community and neighborhoods that are affected. We control the forces to make things happen. We are the ones to make the bleeding stop. This plan, however, is not without cost. To redirect the energies of multiple departments is to deny other areas of those services. Any funding considerations should include all the integrated components of those city agencies and departments that have the capability of impacting specific areas in neighborhoods at the same time.

A6 The Saginaw *NEWS* SUNDAY, FEBRUARY 4, 1990

Saginaw police win a battle in drug war

Fred H. Porterfield

NEWS COLUMNIST

At least one Saginaw neighborhood owes a few words of thanks and praise to the Saginaw Police Department for the relative tranquility it now enjoys.

It's an East Side, predominantly black, working-class area of wood frame houses owned and occupied by pensioners and retirees, with a few larger structures subdivided into apartments rented to lower-income families. It was a pleasant place to live and do business when my parents moved there back in the early '50s.

But that began to change about six years ago when a few drug dealers set up shop. It was then that the long-time residents found it advisable to stay indoors after nightfall with their doors securely locked. This is a brief account of how that neighborhood changed.

As I approached my parent's home in September 1987, the house looked much as it did during my last short visit a year earlier. But the neighborhood definitely did not. It was almost one in the morning. I was near the end of an eight-hour drive, and although I was tired, I was startled wide awake by what I saw in the street in front of the house.

Automobile traffic, which was heavier than it usually was in broad daylight, moved slowly up the block. Shadowy figures of young men stepped to the curb from behind trees that lined the street. Others loitered, standing watch in groups of three and four at the street corners. Some of the youngsters looked to be no more than 12 or 13 years old. Occasionally they shouted or cursed or laughed raucously at each other or a passing car.

I parked in the driveway and cautiously stepped into the light of the vapor lamp that lit the yard. I held a loaded pistol in my hand, fearful for my own safety and that of my father whom I knew to be asleep inside the house. It took longer than usual to carry my luggage inside because I only had one free hand; the pistol was in the other. I felt the same sense of fury and fear I had seen on the faces of other people whom I had interviewed in similar circumstances in other places and at other times as a working journalist. Now it was my turf, my home being violated.

During the following months, the situation remained unchanged in the neighborhood. Drug dealers controlled the streets. Residents kept to themselves, venturing out only when necessary.

Then, nearly a year later, on Sept. 1, 1988, the bodies of two young men were found in a vacant lot just across the fence from my parent's backyard. Authorities say the men had been connected with drug activity in the neighborhood. They had been executed gang-style, with bullets in the head. Their killers were subsequently arrested, convicted and imprisoned.

But the drug traffic continued unabated until the spring of 1989. That was when uniformed Saginaw police systematically shut down the action.

At times, marked patrol cars seemed to appear from nowhere to stop and search the young drivers of flashy, late-model luxury cars — sometimes chasing suspects for several blocks when they tried to flee on foot. Doors of suspected crack houses were kicked in and suspects detained, their money and drugs confiscated. Slowly, the shadowy figures along the street disappeared. Traffic became almost non-existent after nightfall.

This past September the street outside my parent's home seemed much like it used to be. Two or three young couples with small children moved into the newly-renovated houses that had served as crack outlets only a few months before. The streets, once again, belonged to the people of the neighborhood.

Deputy Police Chief Edward Eisch admits there is still a sizeable drug market in the city. But he says he's encouraged because there is evidence that the number of new drug users has diminished sharply in the past several months. For that, he credits the intensive efforts of parents, schools, churches and the media who are educating youngsters about the hazards of drug use.

Eisch believes most of the drugs that come into the Tri-City area still come from Miami by way of intermediate dealers in Detroit and Pontiac. He says the supply hasn't diminished, despite government crackdowns in Colombia and other Latin American and Caribbean countries.

For now, at least, police in Saginaw have helped win a battle for control of one neighborhood. But the war still goes on, both at home

NEWS
WEDNESDAY
January 17, 1990
25¢

A tale of cocaine in Saginaw

Detroit teen claims dealers tortured him when he tried to quit

BY THOMAS NORD
News Staff Writer

The night he left, he fought with his mother — a regular occurrence at home.

He pushed her, then swung at her.

In the commotion, his younger sister started pounding on him. He turned and punched her in the face, then ran upstairs and climbed out the window.

That was Dec. 29.

Tuesday, he sat quietly in the conference room at the Saginaw County Juvenile Center, 3360 Hospital, staring into his hands and politely answering questions about the crack house on South Park.

He also told about the money he made selling drugs, and the how the drug dealers punished him when he wanted to go back home.

He is 14, a runaway from Detroit who came to Saginaw with the promise that he could make money selling crack.

His eyes barely opened throughout an interview Tuesday with The News. Sometimes he closed them, shutting himself off for a few seconds. He was very tentative and rarely looked up. At times he seemed as if he were about to cry.

He admitted he is not innocent. He said he left Detroit for the easy money crack could bring, and he never denied his drug-running role.

Sitting in his county-issued gray sweat shirt and blue sweat pants, he told of how crack was his way of getting away from his mother and Detroit.

He said he didn't want anyone to know who he was, and would talk about the case only if his name was not used in the newspaper.

He wound up in custody after Saginaw police caught him driving a stolen car early Saturday morning.

He quickly told the officers about the houses at 716 and 728 S. Park that the dealers used as their base

Please see STORY, Page A-2

STORY

Continued from Page A-1

of operations.

The youngster's mother said her son first got into trouble with the law when he repeatedly violated Detroit's curfew.

The arguments eventually grew in intensity, louder and more violent. She said their worst fight came the Friday before New Year's, when he stormed out onto the streets.

Crack is nothing new in his neighborhood, and he had heard about the dealers who recruit teenagers to work the I-75 corridor, he said.

He said he and nine other boys were recruited by a man named "Foots," who took them to Flint.

"We worked two or three days, then we left from Flint because they said it was getting 'too hot,'" he explained. "So we left from Flint and came up to Saginaw."

The teen-agers were used as "gofers" and "clerks" in the two crack houses, which operated around the clock.

He slept whenever and wherever he could, usually in a chair, he said.

He saw little of Saginaw from the run-down homes, and the money wasn't as good as he expected. After about two weeks, he had made only a little more than $100 and wanted to leave.

He asked the drug dealers if he could go home.

"And then the big person came to the door and he said, 'Look at this, you wanna go home.' And he came in and said 'you wanna go home?'

"Next thing I know, he has his hands out of his pockets and he's hitting me and kicking me in the face," he said.

"They took me down the basement, they had a hot knife on the stove. Three people was holding me down, and they just started burning me with the knife."

They burned him four times on the left buttock and then on his arms. His left arm bears a rich scarlet burn roughly in the shape of a knife-blade.

The boy said the threats did not end there.

"They told me they was gonna cut off one of my fingers, cut off one of my toes, shoot off one of my fingers, shoot off one of my toes," he said.

"So I couldn't stay in the house. After they got through burning me, they said if I tell anybody he would kill me and my family."

The youth denied stealing from the dealers, a common cause for retribution in the crack business.

His tormentors watched him for days, he is not sure how long,he said. He was not allowed to leave the basement for any reason, and slept slumped over in a chair, subsisting on the fast-food they brought him.

He saw a chance to get away early Saturday morning, he said.

The leader of the group had returned to Detroit, and he was able to talk the remaining members of the group into allowing him — and a "guard" — to go to a hospital to get the burns checked out.

However, the car they were driving was stolen. When police stopped him, he told them about his ordeal.

The seven suspects at arraignments late Tuesday before District Judge Bruce J. Scorsone demanded preliminary examinations.

Marlon A. Williams, 18, Detroit, and George Smith, 18, of 728 S. Park, stood mute to seven counts: first-degree child abuse, extortion, conspiring to deliver-manufacture cocaine, delivery manufacture of less than 50 grams of cocaine to a minor, possessing less than 50 grams of cocaine with intent to deliver, inducing a minor to commit a felony and possessing a firearm while committing a felony.

Scorsone set a $275,000 cash surety bond for Williams and a $250,000 cash-surety bond for Smith.

Jason D. Fuller, 20, Detroit, and Gladys Smith, 37, of 728 S. Park, stood mute to five counts of conspiring to delivery-manufacture cocaine, delivery-manufacture of less than 50 grams of cocaine, possessing less than 50 grams of cocaine with intent to deliver it, conspiring to induce a minor to delivery-manufacture cocaine and possessing a firearm while committing a felony.

Scorsone set $175,000 bonds on both suspects.

Arizelle Hall, 36, and Andrea E. Hall, 34, both of 716 S. Park, stood mute to four counts of conspiring to deliver cocaine cocaine, delivery-manufacture of less than 50 grams of cocaine with intent to deliver to a person under 18, inducing a minor to commit the felony crime of delivering cocaine and possessing a firearm while committing a felony.

Larry Carter, 18, Detroit, was with the youth when police stopped the stolen car early Saturday. Carter stood mute to four counts of conspiring to deliver-manufacture less than 50 grams of cocaine, possessing less than 50 grams of cocaine with intent to deliver, inducing a minor to commit a felony and possessing a firearm while committing a felony.

Scorsone set $150,000 cash-surety bonds for both Halls and Larry Carter.

Warrants allege all the offenses were committed on or before Jan. 1 at 716 S. Park or $728 S. Park.

The charge of first-degree child abuse carries a penalty of up to 15 years on conviction; extortion has a penalty of up to 20 years in prison and a $10,000 fine, and delivery-manufacture of cocaine is punishable by one to 40 years in prison and a $25,000 fine.

The boy's mother said she and her son wanted to tell their story so it doesn't happen to someone else.

"The most important thing is that the people who did this to (my son) are bringing people up from Detroit and are hurting them," she said.

She prayed almost constantly for her son's safe return, she said, admonishing him several times.

"They're using you," she said. "You're taking a chance on your life for them."

Prosecutors seek immunity for youth in torture case

BY THOMAS NORD
News Staff Writer

A 14-year-old Detroit youth who claims he was tortured in a Saginaw crack house remained in protective custody today.

Prosecutors have filed a petition asking juvenile authorities to grant immunity to the youth, who told officers when they arrested him Jan. 13 that he was escaping a crack operation run from homes at 716 and 728 S. Park.

Police originally sought auto theft charges against the youth.

County Prosecutor Michael D. Thomas said authorities are holding the youth under a material witness order to prevent him from leaving before he can testify.

Thomas said there is reason to believe the youth, a runaway from the Wayne County Probate Court, might flee again if released.

The youth, however, could leave the Saginaw County Juvenile Center, 3360 Hospital, if he posts a $50,000 bond.

A material witness order is a rarely invoked statute that allows prosecutors to hold an individual if the person's life is threatened or there is a chance the person will leave to avoid testimony, Thomas said.

Please see YOUTH, Page B-2

MONDAY, JANUARY 22, 1990

YOUTH

Continued from Page B-1

Police arrested seven suspects in a Jan. 13 raid on the homes. They face a preliminary hearing Thursday in District Court.

The seven are charged with selling cocaine. Two of the suspects, Marlon A. Williams, 18, of Detroit, and George Smith, 18, of 728 S. Park, are also charged with first degree child abuse.

The youth alleges that he was burned on the arms and buttocks when he asked to leave the operation and return to Detroit.

He said he was part of an operation that hires youths from Detroit to sell crack in Saginaw and Flint.

Police are also investigating phone threats against the youth's mother, Saginaw Police Detective Donald Pussehl said.

Detroit police informed Saginaw authorities over the weekend that the mother received threatening calls late Thursday night, he said.

Pussehl said a man offered the mother $2,000 if her son declined to testify and also voiced a threat.

1-25-90

Detroit youth, 14, testifies about torture, drug dealing in Saginaw

The lure of quick cash from drug deals drew a 14-year-old Detroit youth to Saginaw, the youth testified today before a packed audience in Saginaw County District Court.

The youth, who told police that two men burned him with a hot butter knife when he tired of selling drugs for them, was the first to testify today at the preliminary hearing of seven suspects accused of selling crack cocaine from two homes at 716 and 728 S. Park.

The boy testified in District Judge Bruce [illegible] Scorsone's courtroom under a grant of [illegible]munity signed by Saginaw County Ci[illegible] Judge Robert L. Kaczmarek.

He testified he met two of the suspects, Larry Carter and Marlon A. Williams, in Detroit and went to Flint and then Saginaw to sell crack cocaine.

Authorities are holding the boy at the Saginaw County Juvenile Center as a material witness under a $50,000 bond.

Seven sheriff's deputies provided security, escorting each of the defendants into the crowded court room, which holds about 50 people.

[illegible] George Gregory Smith, 18, of 728 S. Park, the [illegible] Williams, 18, of Detroit, are charged [illegible]ault [illegible] seven counts of first-degree child abuse, [illegible]re ex[illegible]tion, conspiring to deliver-manufacture cocaine, delivery-manufacture of less than 50 grams of cocaine to a minor, possessing less than 50 grams of cocaine with intent to deliver, inducing a minor to commit a felony and possessing a firearm while committing a felony.

Jason D. Fuller, 20, of Detroit, and Gladys Smith, 37, of 728 S. Park, are charged with conspiring to deliver-manufacture cocaine, delivery-manufacture of less than 50 grams of cocaine, possessing less than 50 grams of cocaine with intent to deliver it, conspiring to induce a minor to deliver-manufacture cocaine, and possessing a firearm while committing a felony.

Arizelle Hall, 36, and Andrea Evon Hall, 34, both of 716 S. Park, are charged with four counts of conspiring to deliver cocaine, delivery-manufacture of less than 50 grams of cocaine with intent to deliver to a person under 18, inducing a minor to commit the felony crime of delivering cocaine, and possessing a firearm while committing a felony.

Carter, 18, of Detroit, is charged with conspiring to deliver cocaine, deliver-manufacture of less than 50 grams of cocaine with intent to deliver to a person under 18, inducing a minor to commit the felony crime of delivering cocaine, and possessing a firearm while committing a felony.

1-26-90

SN The Saginaw NE

Teen-ager testifies in Saginaw drug-torture case

BY BOB SOLT
News Staff Writer

First, a drug dealer threatened to shoot off the boy's fingers and toes to make him stay in a Saginaw house and sell crack cocaine, the 14-year-old testified in a drug-child torture case Thursday.

Then, two men pulled his pants down and held him while another man put a hot butter knife against his arms and buttocks, the youth testified.

The boy was the first witness to testify in the crowded courtroom Thursday, during a preliminary hearing for seven suspects in the case.

Seven defense attorneys today were to begin their cross-examinations of the youth, but the illness of presiding District Court Judge Bruce J. Scorsone forced an adjournment until Friday, Feb. 2.

The seven suspects are George G. Smith, 18, and his mother, Gladys Smith, 37, both of 728 S. [illegible] rizelle Hall, 36, and Andrea E. Hall, 1[illegible] 716 S. Park; and three Detroiters, M[illegible] Williams, 18, Jason D. Fuller, 20, a[illegible] Carter, 1[illegible].

All seven face charges of conspiring to deliver-manufacture cocaine, delivery-manufacture of less than 50 grams of cocaine to a minor, inducing a minor to commit a felony and possessing a firearm while commiting a felony.

Marion Williams and George Smith also face counts of first-degree child abuse and extortion.

Cash-surety bonds are set at $275,000 for Williams, $250,000 for George Smith, $175,000 for Jason Fuller and Gladys Smith, and $150,000 for both Halls and Larry Carter.

Please see TORTURE Page A-2

TORTURE

Continued from Page A-1

Chief Assistant Prosecutor Howard B. Gave said that in addition to warrants for the seven suspects, there are "John Doe" warrants for five more suspects not in custody and who are known only as "Ted," "Rice," "Rico," "Wayne" and "C."

The 14-year-old boy, held at the Saginaw County Juvenile Detention Center, 3360 Hospital, under a $50,000 bond as a material witness, testified that while in the basement of one of the South Park Street houses, "C" and "Rice" held him while "Ted" burned him with the knife because he didn't want to sell any more drugs.

"Wayne" hit and kicked him and told him: "I'll shoot off your fingers and toes to make you stay in this house," the youth said, testifying under a grant of immunity.

"Wayne" also told him: "You try anything and I'll kill you and your friend," the boy testified, although he didn't identify "the friend."

"Me and my mother had arguments," the boy said as his reason for leaving home. He was in Detroit riding in a car when Marlon Williams and another man picked him up, he testified.

That led to trips between crack cocaine houses in Flint and Saginaw to sell drugs, plus trips to Detroit to buy crack cocaine.

"Why did you come north?" Gave asked.

"To sell drugs," he answered, saying he wanted to make money. "Ted" on at least two occasions gave him drugs to sell, he said.

"What drugs?" Gave asked.

"Cocaine," the boy said.

Twice he was given rocks of crack cocaine to sell for $600, keeping $100 and giving the remaining $500 to the suppliers, the youth testified.

People would come to the front door of the two Saginaw houses to buy crack cocaine. A "rock" sold for $20, the youth testified.

The boy earlier told The News that after he was burned, his tormentors kept him in the basement and watched him for days, though he didn't know how many.

He said he was not allowed to leave the basement, and slept slumped over in a chair, subsisting on the fast-food they brought him.

When the leader of the group returned to Detroit, the boy told The News, he convinced the remaining members of the group into allowing him and a guard go to a hospital so doctors could treat the burns.

However, the car they were driving was stolen. When police stopped him he told them of his ordeal.

Police then obtained a warrant, raided the two homes on South Park, and arrested the suspects.

News Staff: [illegible]

Background, from left, are Arizella "Ike" Hall and Andrea Evon Hall, two of seven suspects who face drug charges. Attorney George E. Thick II is in the foreground.

SATURDAY, FEBRUARY 10, 1990

Witness in drug-torture trial describes how ring was run

BY BOB SOLT
News Staff Writer

The head of the Saginaw Police Department's Special Operations Unit testified Friday that two suspects in a drug-child torture case described how "commanders" ran a crack cocaine drug operation out of two drug houses.

Detective Sgt. Arnold J. Burns said Marlon "Ken" Williams told police a residence at 728 S. Park was used as a "main supply house" to store drugs and money for one of Saginaw's biggest drug operations.

Williams claimed he was third in command of Saginaw drug operations based at 716 and 728 S. Park, Burns testified. A 14-year-old boy claims he was tortured with a heated knife when he tried to leave the house.

Burns testified a second suspect, Jason D. Fuller, said Jan. 15 he knew the youth was burned on the arms, back and buttocks because the youngster "messed up about $400 worth of crack cocaine sales."

Fuller also said drugs dealers and users would go to "Gladys' house" at 728 S. Park "to chill out," Burns testified.

After a third day of testimony Friday, District Judge Bruce J. Scorsone adjourned preliminary hearings for eight suspects.

Scorsone adjourned the hearing until Thursday, Feb. 22, and Thursday-Friday, March 1-2.

The eight suspects are George G. Smith, 18, and his mother, Gladys Smith, 37, both of 728 S. Park; Arizelle Hall, 36, and Andrea E. Hall, 34, both of 716 S. Park; and four Detroiters, Marlon A. Williams, 18, Jason D. Fuller, 20, Larry Carter, 18, and Gary Weaver, 19, also known as "Rice".

All face charges of conspiring to deliver-manufacture cocaine, delivery-manufacture of less than 50 grams of cocaine to a minor, inducing a minor to commit a felony and firearm felony.

Marlon Williams, George Smith and Gary Weaver also face counts of first-degree child abuse and extortion.

The eight suspects remain in jail under cash-surety bonds set at $275,000 for Weaver and Williams, $250,000 for George Smith; $175,000 for Jason Fuller and Gladys Smith, and $150,000 for Arizelle Hall, Andrea E. Hall and Larry Carter.

Arizelle Hall waived the rest of his hearing Friday, and Scorsone bound him over on charges of conspiring to possess or deliver cocaine with intent to deliver to a minor, delivery-manufacture of less than 50 grams of cocaine to a minor, inducing a minor to deliver or conspire to deliver cocaine and a firearm felony.

The 14-year-old testified that he "deceived" people and let them think he was an adult because he made $100-$200 daily selling drugs to buy clothes and food.

The youth admitted his large muscular appearance, 160-pound weight and 5-foot-4-inch height made him appear older.

The teen-ager at first testified that when he told Saginaw drug dealers he wanted to leave Saginaw and return to his grandmother in Detroit, he was threatened and offered a choice of being shot or tortured.

But later in the hearing, when defense attorney John L. Denton, 825 N. Center, asked, "Why was it you were burned?" the youth said "I don't really know," and added that he wasn't trying to escape.

Burns testified that Andrea Hall told police Jan. 14 she knew persons were using a Park Street house to sell drugs and that one dealer gave her crack cocaine that she sold for $30 to $50 daily.

Andrea Hall also said she had tried to get the men to leave the house, but they refused and said they would leave when ready, Burns testified.

Burns denied threatening the suspects or telling them that "judges here hate people from Detroit," that judges would set high bail to keep suspects in jail, or that drug dealers would never see daylight until they were taken to prison.

1-17-90

Fearful meals volunteers quit

Resignations follow death of woman slain waiting for lunch

BY ONELL R. SOTO
News Staff Writer

Fearing for their safety, three Meals on Wheels volunteers have resigned following last week's slaying of a 66-year-old woman who was waiting for a lunch from a program worker, a county official said Tuesday.

A Meals on Wheels worker found Joyce C. Crandall's body slumped over a chair Wednesday with a single bullet wound to the chest.

Crandall's one-story house at 825 S. 23rd was ransacked.

- **County may close some senior citizen centers. Page B-3.**
- **Would you volunteer to deliver meals to senior citizens? Ballot Box, Back Page.**

Police have few clues in the case and are asking for help from anybody with information.

Program participants as well as the volunteers fear similar violence, said Bennie T. Woodard Jr., director of the Saginaw County Health Department, which administers the 57-volunteer Meals on Wheels.

WOODARD

"It's caused a tremendous amount of apprehension," Woodard said. "(Volunteers) are very much concerned about going to certain areas."

Woodard, who wouldn't name the volunteers who quit, is making an "urgent plea" for help in

Please see MEALS, Page A-2

MEALS

Continued from Page A-1

delivering meals to senior citizens.

Volunteers are screened before given a route, he said, and meal recipients are encouraged to ask for identification when unfamiliar with a person delivering the food.

The slaying has exacerbated an already tight volunteer situation, but the county will continue to provide meals for the senior citizens, Woodard said.

"Nutrition is a high priority," he said. "We'll do whatever we think is required (to continue the program.) We have absolutely no intention of stopping. We wouldn't think of it."

Staffers from other areas of the health department are stepping in where volunteers are lacking, Woodard said.

However, replacing volunteers with county employees curtails other programs, he said.

About 450 senior citizens receive the free meal each day, delivered by about 60 volunteers.

Volunteers, Woodard said, usually work about six hours a week.

Saginaw County Board of Commissioners member James L. Gaertner, a Saginaw Democrat who also is a member of the county Board of Health, said Tuesday he is concerned about the safety of all county workers who must enter homes.

"I know it's going to happen to one of our employees," he said. "It's getting worse, not better."

Saginaw police have made no moves to beef up security for delivery volunteers.

"There don't appear to be any threats to Meals on Wheels people," Assistant Police Chief Edward J. Eisch said.

"There's no more threat to them than to any other delivery service."

The department does not have enough police officers to "shepherd" the volunteers around, Eisch said.

After discovering Crandall's body, the Meals on Wheels worker was "extremely traumatic," Woodard said, partly because she had developed a close relationship with the victim.

The Meals on Wheels worker was an "on call" employee, and not a volunteer, Woodard said.

The health department is seeking help in improving security among its volunteers, and is discouraging senior citizens from leaving doors unlocked in anticipation of the meals, as Crandall apparently did.

The county's 21 senior citizen centers are planning courses on security, Woodard said.

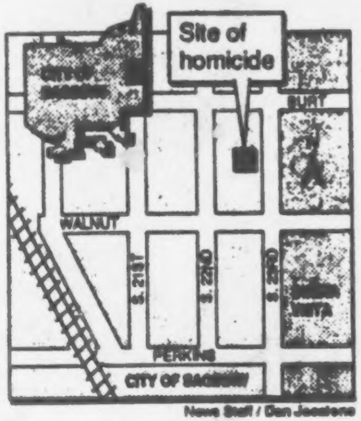
Crime Stoppers, 752-STOP or 1-800-422-JAIL, is offering up to $1,000 for information in the Crandall case, said Detective Neil Sproull.

Saginaw NEWS

THURSDAY
January 11, 1990
25¢

Third elderly woman slain

Violent death stuns neighbors; police seeking clues



News Staff / Dan Jacobsone

BY THOMAS NORD
News Staff Writer

Joyce Crandall's neighbors have no idea why anyone would want to kill her.

Plagued by emphysema and other ailments, Crandall, 69, was slain Wednesday in her small home at 535 S. 23rd as she waited for a volunteer to deliver her lunch.

Crandall is the third elderly Saginaw woman murdered in the past year, and her death illustrates just how vulnerable senior citizens are to violent crime, said Saginaw police chief Alex G. Perez.

"There is nothing to keep a perpetrator from stalking a victim and taking advantage of that person," Perez said. "The perpetrator is an opportunist — he may know that the door will be unlocked for only two hours, but he will take advantage."

Crandall's front door was unlocked when she was murdered, possibly in anticipation of a Meals on Wheels lunch, police said. A Meals on Wheels volunteer found Crandall just after noon Wednesday, slumped over in a chair, dead from a single bullet wound to the chest.

The house was ransacked.

Please see SLAYING, Page A2

SLAYING

Continued from Page A-1

Deputy Police Chief Edward J. Eisch said there are no leads in the homicide, although detectives are still interviewing Crandall's friends, relatives and neighbors.

Eisch said anyone with information should contact either Crime Stoppers, 752-STOP or the Saginaw Police, 759-1255.

Crandall's neighbors were stunned that the elderly woman, who lived in a plain, one-story white home, died so violently.

Rosie Granderson, of 521 S. 23rd, was one of the first neighbors to arrive at the home after the shooting.

Granderson was visibly shaken, angered by the death of her friend of 11 years.

"I don't understand why anyone would want to kill her," Granderson said. "You could just push her down if you wanted to get past her — it was just stupid."

Neighbor Emma Williams said Crandall kept close contact with neighbors, visiting in the summer and having neighborhood children shovel her sidewalk in winter.

"Lord, I am shocked, she was so happy," said Williams, who lives across the street at 534 S. 23rd. "We've just been, you know, real close friends — we've been visiting each other for years."

The slaying comes almost exactly a year after 93-year-old Isabella Peterson, a blind piano teacher, was bludgeoned to death while tied to a chair during a robbery in her 403 S. Porter home, a crime Circuit Judge Leopold P. Borrello described as an act of "bestiality."

Gerald W. Duranso, a 29-year old high school dropout was convicted of the crime in October and sentenced to three life terms in prison.

June 12, 78-year-old Emma Engerer was found dead in her smoke-filled home at 2246 King.

Jerry Alvin Alloré Jr., 17, of 2717 Robin, faces a murder trial for the slaying.

"I don't remember another rash of viciousness of this level aimed at elderly residents before," said Bennie Woodard, director of the Saginaw County Department of Public Health, which administers the Meals on Wheals program.

"They (the elderly) are scared. Most of them realize how vulnerable they are," said Woodard, who speculated that Crandall's door was left unlocked so a Meals on Wheels volunteer could enter.

"This is one of the things we are discouraging, leaving the door unlocked in anticipation of a service."

Meals on Wheels delivers meals to 450 Saginaw residents daily, Woodard said. Volunteers are screened before given a route, and elderly participants are encouraged to ask for identification when they are unfamiliar with a delivery person.

As much as the police department tries, Perez said, it is difficult to protect senior citizens who live alone.

"It's easier to deal with the elderly when they are in a controlled environment like the high-rises, where there is 24-hour security and they live much closer together," Perez said.

"When they live in scattered homes, it is much harder to keep track of them."

Perez said elderly people who live alone often are forgotten unless they maintain contact with neighbors. Neighbors, friends and relatives are the only means through which police can keep track of senior residents.

"We can't keep track of the elderly, where they are, what their status is," Perez said. "I don't know of any urban police force that has that luxury."

Woodard said the Commission on Aging is planning several safety seminars for senior citizens at the county's 21 senior citizen centers.

Although crimes aimed at the elderly are not completely preventable, Perez said communication is the best way to fight back.

"We encourage them to join neighborhood groups so someone can keep track of them."

If a daily chain of communication is broken, police can respond and check things out, Perez said.

"The best way to deal with that is for neighbors and friends to take an active interest in the lives of elderly residents," Perez said. "We'd rather come and find nothing wrong than to be uninformed."

DEATH NOTICES

Mrs. Kathryn E. Coughlin, 78, Chesaning.

Joyce Crandall, Saginaw.

STATE OF MICHIGAN

James J. Blanchard, *Governor*
OFFICE OF DRUG AGENCIES
Donald L. Reisig, *Director*

Grandview Plaza
206 E. Michigan Ave.
P.O. Box 30026
Lansing, MI 48909

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 1

March 14, 1990

Honorable Sam Nunn, Chairman
United States Senate
Permanent Subcommittee on Investigations
Committee on Governmental Affairs
Washington, DC 20510-6250

Re: Permanent Subcommittee on Investigations Hearing -
Detroit, Michigan - March 19, 1990

Dear Senator Nunn:

I appreciate the opportunity of submitting for the Detroit hearing record my views upon the impact of drug abuse and drug-related crime and violence on the criminal justice system in Michigan, as well as presenting my recommendations as to how the federal government might better assist state and local authorities in dealing with these difficult and challenging issues. Please accept this communication, with attachments, as my presentation.

I enclose three documents for your review and inclusion in the record.

The first is a summary of Michigan's current drug strategies and initiatives, and includes our drug law enforcement strategies on pages 6-9.

The second document is a recent law enforcement survey of Michigan communities and counties reviewing their efforts in the battle against drugs.

Finally, there is a document entitled "State of Michigan: Direct Costs and Estimated Indirect Expenditures Related to Substance Abuse," which summarizes and highlights Michigan's direct and indirect expenses in the battle against drugs.

Recognizing the scope of your subcommittee's hearings, I will attempt to limit my recommendations and suggestions to three major areas of concern, to-wit: police programs, judicial/correctional sentencing alternatives and treatment. Although there are many other related and tangential concerns, these issues, if fully addressed, would provide material assistance to all of the states.

POLICE PROGRAMS

Until the current year's Congressional appropriations, relatively few federal dollars ever reached the states for state and local law enforcement purposes. Although we in Michigan are very pleased with the increase in the Drug Control and System Improvement Grant Funds from $3.9 million (last year) to $13.6 million (this year), two factors still act as impediments to full and productive utilization of these dollars for effective drug enforcement programs.

The first impediment is the fact that there is, of course, no guarantee that these dollars will be available from the federal government in future years. It is difficult to induce local governments to add additional law enforcement personnel or make other long-term investments in new drug initiatives when there can be no effective guarantee that the dollars will be there in future years to continue to meet the costs of the new programming. IN THIS TIME OF INCREASED DEMANDS AND PRESSURE UPON STATE AND LOCAL GOVERNMENT BUDGETS, IT IS NAIVE TO BELIEVE THAT LOCAL GOVERNMENTS IN THE FUTURE WILL "PICK UP THE SLACK." Particularly is this true in our major metropolitan areas that often need the most assistance, when in fact they may be faced with declining tax bases.

The second impediment is the federal requirement of "local match." As I am sure you are aware, local match was to have increased from 25 to 50 percent this year. Fortunately, Congress postponed that increase until next year. Unfortunately, that match requirement, and its possible increase, hangs like a sword over the heads of responsible law enforcement officials, who not only have to come up with the current 25-percent match requirements, but know that there is no way they can finance new programs, once a requirement of 50 or 75 percent of local match is mandated in the future.

Although local match might be deemed to be an effective tool for requiring local participation in effective programming, it ends up as a restriction upon creativity and innovation. It is to be noted that no similar match is required of educational or treatment and prevention programs. Thus, the burden of match falls solely upon the law enforcement community, primarily supported by the drastically overburdened local government.

RECOMMENDATION

> Do away with the match requirement within the Drug Control and System Improvement grants-in-aid process, or, at a minimum, limit the match to 25 percent.

As indicated, the uncertainty of future appropriations for law enforcement purposes also negatively impacts upon state and local programs. We here in Michigan have developed a plan for using the $13.6 million available to us this year that will involve all aspects of the criminal justice system--police, prosecutors, courts, probation, juvenile justice, and corrections. However, any material reduction in the dollars available in future years will have a drastic negative impact upon our new programming and invite "turf wars" between various sectors of the criminal justice system all competing for limited dollars. WE NEED THE ASSURANCE OF CONTINUITY OF FEDERAL FUNDING TO THE EXTENT THAT IT CAN BE GIVEN!

It must be recognized that the great bulk of federal dollars appropriated for drug law enforcement over the past 10 years was spent solely on federal programs, i.e., the FBI, the DEA, the Justice Department, the Coast Guard, Customs, et cetera. Until the current year, relatively few federal dollars ever reached the states for law enforcement programs. YET THE BULK OF DRUG ACTIVITY AND THE REAL "WAR" AGAINST DRUGS IS BEING FOUGHT ON THE STREETS OF OUR NATION'S COMMUNITIES, NOT OVERSEAS OR AT OUR NATION'S BORDERS. NINETY-FIVE PERCENT OF ALL DRUG ARRESTS AND PROSECUTIONS ARE IN STATE COURT SYSTEMS. Any effective, stepped-up efforts at drug law enforcement by our nation's cities and states will be greatly assisted by continuous and accelerated federal financing of state and local law enforcement activities.

RECOMMENDATION

> Provide a continuous, regular flow of federal dollars to support innovative and creative state and local law enforcement programs.

JUDICIAL/CORRECTIONAL SENTENCING ALTERNATIVES

A second area of concern is the development of effective, cost-efficient programs of treatment for people who come in contact with the criminal justice system. Police/judicial/correctional statistics show that up to 80 percent of those who come in contact with the criminal justice system are drug abusers. Yet few of those who are arrested/convicted/committed receive any effective drug treatment, either prior to or in conjunction with incarceration. Unfortunately, all too often, these same people are repeatedly recycled into the criminal justice system because of our inability/failure to deal effectively with them in the first instance when their drug abuse is recognized.

Simply put, we need encouragement and incentive for the development of creative programs of treatment as alternatives to sentencing or as alternative forms of sentencing. Even though prison sentences are expensive ($25,000 a year for an adult offender in Michigan, and $58,000 for a juvenile offender per year), attempting to prioritize the use of scarce treatment dollars for correctional treatment programs for offenders or for correctionally-based programming is difficult, if not impossible, in light of the general demand for treatment.

Well-sequenced and developed programs of treatment for criminal offenders not only works but is cost efficient. States, because of the great burden of correctional expense as well as a reluctance to appear "soft" on crime, have not been able to prioritize correctionally-based treatment programs. Federal emphasis upon this important topic would provide additional incentives to the states to develop and implement more effective programming for those who will otherwise repeatedly come in contact with the criminal justice system.

RECOMMENDATION

Direct federal financial assistance for state programs of treatment as alternatives to incarceration, and for those who are incarcerated.

TREATMENT

My final recommendation, though dealing with treatment, impacts most directly upon the criminal justice system in Michigan. It is clearly substantiated that the longer the period of drug dependency and the greater amount of drug use, the greater likelihood there will be for an individual to have contact with the criminal justice system. Early intervention and treatment for those abusing drugs will directly and positively impact upon the criminal justice system. THE GREATEST SINGLE ROADBLOCK, HOWEVER, TO TREATMENT IS THE LACK OF ADEQUATE FUNDING FOR APPROPRIATE TREATMENT PROGRAMS FOR THE POPULATION NEEDED TO BE SERVED. "Waiting lists" for both residential and nonresidential treatment programs exist throughout the nation. People seeking treatment oftentimes do not have the capacity to patiently wait for eight to twelve weeks to obtain access to a program. Clearly, also, all people do not need expensive residential treatment.

The key to successful recovery is the long-term continuity of care and treatment which can be provided effectively on an outpatient basis. Unfortunately, neither our insurance-based programs nor other publicly paid programming provides the long-term care and follow-up that is so necessary and essential. We need to redirect our efforts and attention away from expensive 30-day residential programs and to those that provide long-term continuity of care, and we need to find other innovative sources of funding for drug treatment programs.

Most drug abusers in need of treatment are not in a "medical emergency" where Medicaid would be a viable option in the absence of insurance. Thus, Medicaid is only available to those who have "overdosed" or are in some state of life-threatening emergency. YET, IT MIGHT BE A FAR WISER USE OF DOLLARS TO PROVIDE SOME FORM OF MEDICAID SERVICE ON AN OUTPATIENT BASIS TO AN INDIVIDUAL WHO HAS NOT YET REACHED A MEDICAL CRISIS. The demand for treatment services is so great we can no longer continue to depend solely upon state/federally funded substance abuse programs to be the primary vehicle of delivering substance abuse treatment services. Alternative forms of cost-efficient, therapeutic programs need to be encouraged.

RECOMMENDATION

> That Medicaid, or some other appropriate vehicle, be utilized for the funding of cost-efficient outpatient treatment programs for those in need of treatment.

Thank you again for the opportunity of giving input into the discussion of these crucial and vital issues facing our nation. If you or any members of the staff of the Senate Permanent Subcommittee on Investigations have any questions, please do not hesitate to contact me.

Sincerely yours,

Donald L. Reisig
Drug Agencies Director
(517/373-4700)

DLR:cls

Enclosures

cc: Eleanor J. Hill, Chief Council, Committee on Governmental Affairs (w/enc)
Honorable Carl Levin (w/enc)
Steve Weiss
Michael Hodge
Candace Avery
Kenneth Eaton

STATE OF MICHIGAN

James J. Blanchard, Governor
OFFICE OF DRUG AGENCIES
Donald L. Reisig, Director

Grandview Plaza
206 E. Michigan Ave.
P.O. Box 30026
Lansing, MI 48909

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 2

M E M O R A N D U M

TO: Governor James Blanchard

FROM: Donald L. Reisig

RE: Law Enforcement Survey Regarding Local Drug Enforcement Issues

DATE: February 2, 1990

The current effort to curb the epidemic use of illegal drugs in this state and across the country is often characterized as a "war". The use of that term has helped foster the common impression that vast numbers of law enforcement personnel, supported by unlimited resources, have been assembled to stem the tide against this enemy that threatens lives, destroys families, and decimates communities. We are regularly exposed to million dollar figures that are presumably supporting this war at the state and federal level. Most citizens, however, rely on the efforts of their local police agencies to protect the quality of life in their communities. These citizens need to know the extent of the current law enforcement effort in their community and the problems facing the agencies responsible for fighting this proverbial war.

Whether or not the realities of this war match the perception and expectations of the citizens of this state seems to be a question worth answering. What, for instance, is the current strength of the army fighting this "war" at the local level? How much of our local law enforcement dollar is being used to support this effort? What do our soldiers need to better wage this war and ensure a victory? These are questions which were posed to local law enforcement agencies here in Michigan in a survey conducted in August of 1989 by the Office of Drug Agencies. The survey was designed to provide that office with information regarding the current level of law enforcement resources being directed at Michigan's drug problem. In addition, local agencies were provided with an opportunity to identify their needs and provide just over $1 billion. These same agencies reported budgeting nearly $28 million to support the efforts of their full-time drug enforcement personnel. This represents approximately 2.7 percent of their total annual budgets.

V. Participation in Cooperative Drug Task Forces

Nearly 58 percent of the 439 agencies that responded participate in some type of cooperative drug task force with federal, state, or other local law enforcement agencies. Survey results indicated clearly that the Michigan law enforcement community recognizes the advantages of participating cooperatively with other agencies when dealing with this type of criminal activity. Over 22 percent, or 99 of the respondents, mentioned the need to either enhance existing cooperative drug concepts, develop new task forces, or increase state and federal involvement with smaller agencies as being major priorities for the law enforcement community.

VI. Drug Education and Prevention

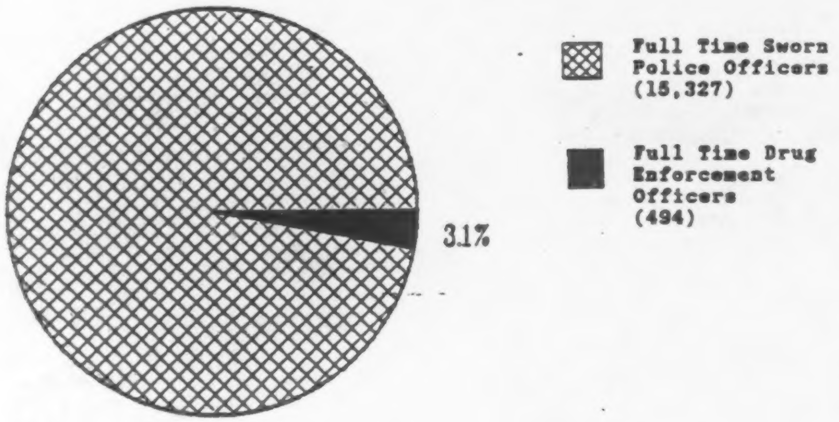
Approximately 57 percent, or 249 agencies, reported that they were involved in some type of drug education or prevention program. These programs ranged in intensity from providing drug education materials at community gatherings, to providing structured drug prevention programs, such as DARE, in schools throughout the state. Michigan's law enforcement community recognizes the important role that education must play in dealing with the drug problem. When asked to list the most effective effort being undertaken by their agencies, fully 200, or 45 percent of the respondents, identified community-based drug education programs as being one of the top three priorities. Aside from providing local law enforcement with additional money and manpower, no other needs were identified that took priority over the need for increased drug education and prevention.

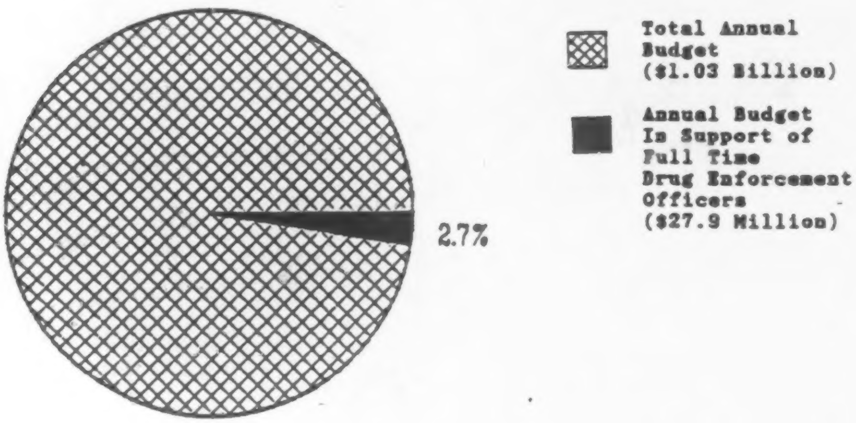
VII. Law Enforcement Needs

Survey recipients were asked to list three priority items needed by law enforcement to better deal with drug law violations. The most frequent response dealt with providing local law enforcement with additional money to enhance their drug enforcement efforts. While being, perhaps, quite predictable, the need for additional money seems very real in light of the survey results. The many competing interests for the available law enforcement resources, e.g. violent

DRUG SURVEY RESULTS

As Reported by 439 City, Township, and County Law Enforcement Agencies


Total Officers


Total Budget

V.	Legislation		95
	A. Wiretap	31	
	B. Search & seizure	14	
	C. Forfeiture	11	
	D. Grand jury	4	
	E. User fee	4	
	F. Tougher sentence	6	
	G. Consensual mon.	1	
	H. Increase marijuana penalties	2	
	I. Revoke driving privileges	3	
	J. Parents responsible for minors	1	
	K. Knock & announce	1	
	L. Non-specific	17	
		95	
VI.	Stiffer Penalties (mandatory jail, restitution)		72
VII.	Equipment (surveillance equipment, undercover vehicles)		48
VIII.	More Jails (including special incarceration for drug violation)		34
IX.	Law Enforcement Training Programs		34
X.	Courts and Judges (stricter sentencing, specialized drug courts)		31
XI.	Prosecutors (tougher, improve cooperation with police, drug specialists)		17
XII.	Treatment & Rehabilitation		13
XIII.	Narcotics Intelligence System		13
XIV.	Increased Community Support		13
XV.	Street level enforcement (patrol, user accountability)		12
XVI.	Miscellaneous		
	A. Speedy trials		7
	B. Aggressive forfeiture		4
	C. Increased international effort		4
	D. Military assistance		2
	E. Use of canine drug detection		1
	F. Juvenile justice		1
	G. Keep politics out		1

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 3

MICHIGAN 1990 DRUG STRATEGIES AND INITIATIVES

February 15, 1990

Office of Drug Agencies
Donald L. Reisig, Director

SUMMARY REPORT

Any statewide strategy to combat drugs and substance abuse must be comprehensive and coordinated. Michigan's 1990 drug strategies and initiatives, as outlined by Governor Blanchard in his State of the State Message, impact directly on all phases of our struggle against the debilitating effect of drugs upon our society. Our Michigan strategies are designed to work in a cooperative and collaborative fashion with local government and community-based organizations to enhance and improve programs of prevention, education, treatment and law enforcement.

I. DRUG PREVENTION AND EDUCATION

Drug prevention begins with programs that focus upon "high risk" children who, for a variety of reasons, may be predisposed to abuse controlled substances. Early identification of abused and neglected children is critically important to our prevention efforts. Our schools provide us with the best and earliest opportunity to intervene to help a child before he or she becomes involved in substance abuse.

Drug-Free Schools

A. Michigan Model for Comprehensive Health and Substance Abuse Education. Our nationally acclaimed curriculum to instill healthy attitudes and habits in students now provides basic substance abuse education to nearly 94 percent of Michigan's K-12 students. The Michigan Model is a collaborative effort between the Departments of Education, Mental Health, Public Health, Social Services and State Police, and the Office of Substance Abuse Services, the Office of Health and Medical Affairs and the Office of Highway and Safety Planning.

Our 1990 initiatives include extending the Michigan Model through all grades K-12, and to strengthen its substance abuse educational component. Because family involvement is so crucial to proper substance abuse education, we will also develop a parental involvement program, with a particular emphasis on grades 4-8.

B. Drug Abuse Resistance Education (DARE). Our Drug Abuse Resistance Education program, spearheaded by the Michigan State Police, teaches fifth and sixth graders how to resist pressure to experiment with drugs and alcohol.

Initiated by the Michigan Department of State Police in 1988, DARE brings local police officers and sheriffs' deputies from across the state into the classroom to give a structured drug abuse resistance lesson one hour a week for 17 weeks. More than 20,000 children received DARE instruction last year, and an estimated 45,000 to 50,000 will participate in 124 schools in 1990.

As a part of our coordinated and collaborative effort, in 1990 DARE will offer financial assistance to local police agencies and school districts for the purposes of implementing the DARE program.

C. Student Assistance Programs. A crucial aspect of drug prevention is providing early identification of troubled children and ensuring assistance before they start using drugs. Michigan's new student assistance program is a school-based initiative designed to train teachers how to identify the symptoms of a child in crisis who may be at risk of substance abuse in the future.

The program provides a system of identification, assessment and referral for services for such children. In 1989, we launched a progressive student assistance initiative with $1.4 million in grants concentrating on students in grades K-6. By identifying troubled children and getting them into appropriate services at an early age, student assistance programs can be a vital tool in helping thousands of Michigan school children remain in school, and avoid such problems as drug abuse, vandalism, delinquency, truancy and teen pregnancy.

This year, through the Drug-Free School and Communities Act funding and Governor's initiative discretionary grants, we intend to continue the expansion of our student assistance programs, with particular emphasis upon inner-city schools.

D. Drug-Free School Conference. All of our children have the absolute right to receive an education free from drugs. As part of our 1990 initiatives, we will ask the legislature, local school districts and local communities to create drug-free school zones. The Office of Drug Agencies will direct and coordinate a combined state, regional and local effort focusing on drug-free schools and communities, and will organize a statewide conference directed at improving our educational efforts.

Drug-Free Communities

Drug abuse has invaded every segment of our society, making it impossible to eliminate substance abuse through law enforcement efforts alone. Winning the war against drugs requires a comprehensive approach that combines law enforcement, education and treatment efforts to reduce the demand for drugs. Every community and every citizen must be involved in, and committed to, this important national effort.

A. Governor's Substance Abuse Prevention Initiative. We will continue to sponsor local community groups to review their local drug efforts, assist in teaching drug prevention and conduct local community drug-free campaigns and programs. It is essential that every community has a forum to deal with drug issues, to assess the needs of their community, and to initiate appropriate community responses. In 1990, we will work to combine and coordinate local and state initiatives emphasizing our commitment to a drug-free state.

We will also continue our support for creative and innovative local programs of community prevention and education. Last year, for example, the State of Michigan supported the BABES Kids Program in Detroit, the Western Michigan Alcoholism Therapy Services for High-Risk Youth, the Arab-American and Caldean Youth Initiative Program, as well as programs for native Americans and initiatives on behalf of children of alcoholics.

B. Workplace Initiatives. In 1989, we brought together representatives of Michigan's business and labor community and asked them to work together with us to develop strategies and programs to ensure a drug-free workplace. This year, we will continue that emphasis by working together with a labor/business coalition directed at breaking down roadblocks to creating effective drug-free workplace policies and designed to provide employee assistance programs to small and mid-sized Michigan businesses.

We must eliminate substance abuse in the workplace where the costs are measured in lost productivity, increased health care expenses, broken lives and broken families.

We will also work with a variety of professionals to develop a statewide directory of employee assistance programs.

C. Crack Cocaine Babies. We will launch an extensive media awareness effort to promote healthy babies designed to encourage women to seek medical attention early in their pregnancy. We will promote the idea that pregnant women can take many steps to ensure a healthy baby by practicing good health habits, avoiding alcohol, tobacco and the use of drugs during pregnancy. Our awareness effort will be a partnership between the public and private sector, with many of Michigan's leading business and media representatives committed to providing support.

D. Drug-Free Neighborhoods. No matter how well organized and determined, too many neighborhood groups find their efforts overwhelmed by the proliferation of crack houses and abandoned buildings. We will step up our attack on these twin plagues in 1990.

Abandoned homes scar our neighborhoods and too often are the sites of crime, arson, and drug use. We will assist the cities by providing funding to tear down homes that are beyond repair, and draft tough new laws to prevent future property neglect and ensure that abandoned property may be utilized by neighborhood and community-based organizations.

E. Community Officers Patrolling Streets. While we will expand our battle against drugs through improved law enforcement techniques, tougher laws, better education and treatment programs, we will also step up our efforts in the neighborhoods where residents often become the innocent victims of the tyranny of drugs.

In 1990, we will bring state and local governments together with community groups to drive crack houses out of ou. neighborhoods. The COPS program--Community Officers Patrolling Streets--will assist neighborhoods that have organized to reclaim their streets and schoolyards from drug peddlers.

Through this new competitive grant program, neighborhoods will be assigned community officers who will work full time with law-abiding residents to design and deliver effective responses to street-level drug dealing.

For grant winners, the state will provide funds to both local governments and neighborhood organizations to implement their community-based drug-fighting strategy. Under the program, a police officer will be permanently assigned to work with the residents in developing drug strategies. This participative approach is designed to energize the neighborhood and empower local citizens to strike back against the menace of drugs.

II. DRUG TREATMENT

Any balanced program of substance abuse intervention must include drug and alcohol treatment. It is clear from available research, as well as case examples, that addiction even to the hardest drugs is a treatable condition. We must expend our energies and our resources to ensure cost-efficient delivery of effective treatment programs for those who are in need.

Crack Cocaine

In 1990, we will increase our commitment for the treatment of crack cocaine addiction to $9 million, and treat an additional 2,500 persons for crack cocaine abuse.

We will also fund research projects on cocaine addiction to find the best way of treating those who have fallen victim of this devastating form of drug abuse.

Pregnant Addicts and Drug-Dependent Mothers

Pregnant addicts and drug-dependent mothers require our special attention. Women, as the primary care-givers of children, pose an unusual problem in seeking and receiving treatment. Their child-rearing responsibilities often mean they have no one to care for their children while they participate in treatment. In turn, they are often fearful that if they report their own addiction and seek assistance, they may lose their children. This year, we will move to establish and fund greatly improved treatment facilities for women, children and pregnant drug addicts in an effort to end the cycle of abuse.

By realizing the particular poignancy and tragedy associated with crack-exposed and addicted babies and providing new programs for the pregnant women who are at greatest risk, we will not only provide vital assistance to infants, but greatly reduce the cost of medical care for the prematurely born crack addicted babies. We will reduce the risk of neurophysiological disorder, kidney disfunction and future drug abuse.

Family-focused programs for addicted women, treatment for chemically dependent teens, education and prenatal care for high-risk women, are more than humane--they are mandated if we are to reduce infant mortality and the ever-growing costs of treating the newborn!

Dually Diagnosed

Many seeking services for mental illness also need substance abuse treatment. In 1990, we will expand the number of psychiatric hospitals and units providing treatment to those suffering from mental illness and substance abuse. We will also engage in aggressive programs of community outreach, so as to prevent the necessity of hospitalization wherever possible.

Preventing and Treating AIDS

Our efforts to stem the spread of AIDS have focused on education and prevention. In addition to launching mandatory AIDS education in all high schools, we have also developed a nationally recognized awareness and prevention program that is working. Through media campaigns, with an emphasis on preventing the transmittal of AIDS by intravenous drug users, we are changing behavior.

III. DRUG LAW ENFORCEMENT

These statistics tell the story: Eighty percent of all criminals entering our state prison system have substance abuse problems; law enforcement officials estimate that a similar percentage of crime is directly or indirectly related to drugs and alcohol.

In Michigan we have met this problem head-on. We have developed some of the strongest and most effective laws in the nation for drug enforcement and imposition of penal sanctions. We have built prisons needed to take the most dangerous criminals off our streets. We have developed educational and counseling programs essential for any drug program.

This year, we will continue to build upon our state and local strategies of crime prevention and interdiction, and to reinforce programs of prompt and swift judicial and correctional response to drug-related crime. We will also seek to find cost-efficient and effective means of rehabilitation of offenders through community-based alternatives to prisons.

Police Programs

A. Drug Task Forces. In Michigan, we have created 23 drug enforcement strike teams consisting of state, local and federal law enforcement officers working together to take drug traffickers off the streets. Our efforts demonstrate the effectiveness of interagency cooperation and collaboration in common goals. In 1990, we intend to enhance and expand these efforts.

B. MINIS--Michigan Narcotics Information System. Receiving good, up-to-date intelligence and information is an essential ingredient needed to crack a major drug ring or to break up any organized criminal activity. In 1990, we will work with representatives of the Michigan Association of Chiefs of Police, the Michigan Sheriffs Association, the Prosecuting Attorneys Association of Michigan and the Michigan State Police to collect and disseminate current drug trafficking information through an automated statewide network designed to help local law enforcement officials arrest and prosecute drug dealers.

C. National Guard Activities. In 1989, the Michigan National Guard flew 178 support missions to help state police and local law enforcement agencies locate and destroy marijuana fields. In 1990, this effort, Operation HEMP, will also target indoor cultivators and greenhouse growers of marijuana.

The National Guard has also assisted the United States Customs Service by searching containers and vehicles at our three international airports and at points of entry between Michigan and Canada.

We will also utilize National Guard personnel and equipment to assist in the destruction of buildings in our cities which act as havens for drug dealers.

D. Michigan State Police. In June of this year, the number of state police troopers will increase to 1,252, our highest level in years. The state police have been effective not only in patrolling state highways and providing essential expertise in crime investigations, but they continue to coordinate the activities of our drug strike force teams.

Commencing on April 1, 1990, a new effort to intercept drug trafficking along the I-75 corridor will begin as a cooperative effort between law enforcement officials in Michigan, Florida, Georgia, Tennessee, Kentucky, and Ohio. The I-75 corridor is a major artery for the transportation of drugs, as well as a distribution route for illegal narcotics. Through I-75 ALIVE, trained law enforcement personnel will attempt to identify, detect, and apprehend suspected drug traffickers, as well as participate in highway safety programs.

To further disrupt interstate and intrastate narcotics movement, state troopers and motor carrier officers, deputy sheriffs and local police officers will receive training in new methods to detect and identify drug couriers, retail distributors and users through the Patrol Responsibility in Drug Enforcement initiative (Operation PRIDE).

E. Drug Asset Recovery Team (DART). In 1989, Governor Blanchard announced the formation of the Drug Asset Recovery Team to assist state and local law enforcement officers in hitting drug dealers where it hurts the most--in the pocketbook. Treasury agents, working with the cooperative drug enforcement strike teams, using lap-top computers to calculate the variety of unpaid personal and business taxes owed to the state by dealers, help locate and confiscate profits of illegal drug transactions. Since its inception, agents have issued tax assessments totalling $20.8 million on 53 alleged drug dealers.

F. State Crime Laboratories. Our state police crime laboratories play a vital role on behalf of state and local drug enforcement efforts by providing the essential scientific analysis necessary in drug cases. Because of the increase in drug cases, our labs have been overwhelmed with requests for assistance. This year, we will provide them with additional state of the art equipment and with needed new personnel so as to continue to ensure their high level of service to the public.

New Laws

In 1988, Michigan adopted a 69-bill crime package which toughened our laws on crime and drugs, while eliminating loopholes for criminals to use in avoiding prosecution or conviction.

In 1989, we were effective in obtaining the passage of legislation permitting grand juries to operate in two or more counties to investigate and indict organized crime networks that oftentimes function without regard to existing political boundaries.

Although Michigan has an excellent mosaic of legislation to deal with drugs and crime, Governor Blanchard has recommended the following additional necessary laws:

-- Legislation permitting the prosecution of individuals involved in ongoing criminal enterprises and the seizure/forfeiture of their assets. The enabling legislation has passed the Senate and awaits action by the House.

-- Legislation providing for the life imprisonment without parole for repeat violent offenders.

-- Court-supervised wiretapping (as presently permitted for federal investigators) would allow state police and local law enforcement officials to investigate and prosecute drug kingpins. This legislation has passed the Senate and is now pending in the House.

-- Legislation revoking or postponing driving privileges for those convicted of drug-related offenses.

-- Legislation creating drug-free zones around our schools.

-- Legislation permitting laboratory reports in drug cases to be used as evidence in the preliminary proceedings without requiring the time-consuming appearance and testimony of laboratory experts.

-- Legislation increasing financial penalties for so-called "casual drug use," and permitting fines to be used for drug treatment and education.

-- Legislation allowing courts to issue search warrants that would not require police to announce their presence prior to executing the warrant ("No Knock").

-- Legislation providing for the admissibility of police-monitored conversations when consent has been given by one party to the conversation.

Courts

The increased law enforcement effort by our police agencies has met with success. Between 1985 and 1988, the number of felony drug convictions increased by 127 percent. However, this sharp increase in drug and drug-related offenses has placed vast new burdens upon Michigan's overextended judiciary. In 1990, we will work with the Supreme Court, the State Court Administrative Office and the judges of Michigan in ensuring that judicial procedures are streamlined, drug prosecutions in forfeiture cases move in a prompt and timely fashion, and that the judiciary has adequate information concerning the treatment and correctional resources available to ensure that they have a full range of sentencing alternatives.

Corrections

Not only must we strive for more effective correctional programs to help assist the 80 percent of our prison population which has a substance abuse problem, we must strive to find community-based alternatives to imprisonment. Without treatment intervention for the alcohol- and drug-addicted within our prison system, past patterns of recidivism will be repeated. The state will double the dollars available for correctional treatment programs in the next fiscal year.

The expansion of Michigan's boot camp program provides a new alternative in the correctional field. Intense programming of this nature, providing both a "disciplined" setting for short-term incarceration, along with substance abuse education and treatment, should assist in reducing recidivism rates. We must continue to look for new and innovative correctional techniques that provide both "punishment" and promise, at least, of future rehabilitation.

Community-based programs, administered by the Office of Community Corrections, provide effective ways of diverting nonviolent offenders from our correctional system. Community corrections can provide cost effective programs which require strict supervision, victim restitution and drug treatment, while keeping the offender working and meeting his family and financial obligations.

V. CONCLUSION

The battle against drugs will not be won in the cocoa fields of Bolivia, or the villages of Peru, or the courtrooms of Columbia. The battle must be fought in the streets, the offices, the homes, the factories, the malls, the schools, the churches and the playgrounds of the United States.

We here in Michigan have the capacity to direct our efforts and resources toward creative and effective programs of drug control, interdiction, prevention, education and treatment. We need to enlist all available statewide and community resources--including persons committed to our efforts--to stop the debilitating and corrupting influences of drugs upon the health and lives of our citizens. We urge all committed citizens to participate with us in this challenging endeavor.

OFFICE OF DRUG AGENCIES

Donald L. Reisig, Director

Senate Permanent Subcommittee
on Investigations
EXHIBIT # 4

STATE OF MICHIGAN

DIRECT COSTS AND ESTIMATED INDIRECT EXPENDITURES RELATED TO SUBSTANCE ABUSE

January 2, 1990

Office of Drug Agencies
Donald L. Reisig, Director

State of Michigan
Direct Costs and Estimated Indirect Expenditures Related to Substance Abuse

	Direct Costs	Indirect Expenditures	Comments
Attorney General	$ 840,000*	$ -0-	*Estimate of dollars expended for legal services related to drug activities.
Agriculture	-0-	-0-	No reported expenditures.
Civil Rights	-0-	-0-	No reported expenditures.
Civil Service	2,500,000*	36,000,000**	*Health care costs. **Estimated 3,000 employees impacted. Average 10 lost days per year at $120 per day.
Commerce	-0-		
Michigan State Housing Development Authority and Alliance (Joint Programming)		1,500,000	*MSHDA spends $4,000,000 per year for homeless shelters. Their best estimate is that 30% of the homeless to whom they provide shelters are substance abusers.
Neighborhood Alliance (Counseling and other Supportive Services for Youth Corp)		150,000	
MSHDA (Increased Expenditures for Security Purposes Caused by Drug Issues)		500,000	
MSHDA (Homeless Shelters)		1,200,000*	
Corrections		35,000,000*	*It is difficult to accurately estimate the cost impact of drugs upon the penal system. A very conservative 5% of budget is used here.
Testing	1,487,700		
Treatment	5,243,600		

	Direct Costs	Indirect Expenditures	Comments
Education			
Michigan Model	1,888,000 State 7,545,000 Federal	377,600*	*Estimated cost to local school districts using drug free schools funding. Does not include teachers and administrators wages and benefits.
CDC & Administration	740,409		
Labor	-0-	-0-	No attempt is made here to measure costs either to Michigan business or to state costs of substance abuse in the workplace.
Licensing and Regulation			
License Enforcement	404,300*	100,000	*43% of all disciplinary actions were reported as drug related.
Triplicate Prescription Program	1,200,000	50,000	
Management and Budget			
Office of Drug Agencies	150,000	-0-*	
Office of Criminal Justice	3,900,000	-0-	
Mental Health	310,000*	**	*Various other direct services are provided under contract with OSAS, and cost reported under that agency. **It is estimated that 30% of mental patients may either be dually diagnosed or have a secondary diagnosis of substance abuse. Cost estimates are too speculative to be included.
Dually diagnosed Unit (Northville)	1,300,000		
Special Project - (Wayne County)	100,000		

	Direct Costs	Indirect Expenditures	Comments
Military Affairs	204,246	72,801	
Natural Resources	-0-	27,750*	*Indirect employee cost.
Public Health		-0-*	*No attempt is made here to estimate the private costs incurred for drug treatment or the public costs incurred for expenses related to drug use or contributed by drug abuse (AIDS, etc.).
Office of Substance Abuse Services			
Prevention	13,200,000		
Treatment	38,000,000		
Education (SAP)	800,000		
AIDS (Prevention)	200,000		
Evaluation - Data Services, etc.	1,550,000		
Administration (state & regional)	7,000,000		
Secretary of State	300,000*	26,000	*Estimated dollar amount of substance abuse related proceedings.
Social Services			
Medicaid	9,700,000*	-0-	*It is estimated that 8,800 persons with substance abuse problems will be served.
Medical Monitoring	800,000		
Drug Use Review	5,600,000		
Adolescent Drug Activities	1,400,000		
General Assistance	14,600,000**		**Low estimate based on 1.8% of AFDC and 5.1% of G.A. self-reporting substance abuse.
Office of Children and Youth Services		-0-*	*No attempt is made to estimate indirect costs of secure detention for juveniles.
Protective Services	1,100,000		
Juvenile Programs	991,265		

	Direct Costs	Indirect Expenditures	Comments
State Police			*Low estimate of MSP support services. Does not include an estimated $35,000,000 local drug enforcement costs.
Drug Enforcement	7,500,000	10,000,000*	
DARE	1,400,000		
Laboratory (drug analysis)	4,700,000		
Transportation	-0-	-0-	No reported expenditures.
Treasury	150,000*	-0-	*Estimate of resources used to support Drug Asset and Recovery Team.
Legislative Agencies	-0-	1,000,000*	*Estimated costs for hearings, bill analyses, etc.
Judiciary	-0-	35,000,000*	*Low estimate based on 15% total cases processed as being drug related. Does not include facility cost.
TOTAL	$136,804,520 Direct Costs	$121,004,151 Indirect Expenditures	

STATE OF MICHIGAN
JAMES J. BLANCHARD, GOVERNOR
DEPARTMENT OF STATE POLICE
714 SOUTH HARRISON ROAD, EAST LANSING, MICHIGAN 48823
COL. R. T. DAVIS, DIRECTOR

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 5

Congress of the United States
United States Senate
Committee on Governmental Affairs
Permanent Subcommittee on Investigations
Senator Sam Nunn, Chairman
Hearings on "Drugs and Violence: The Criminal Justice System in Crisis"
Detroit, Michigan
March 19, 1990
Statement prepared by:
Major Michael D. Robinson
Michigan Department of State Police

On behalf of Colonel R. T. Davis, Director of the Michigan Department of State Police, thank you for the opportunity to offer a written statement regarding the administration's war on drugs as it impacts the State of Michigan.

William Bennett begins the introduction of the National Drug Control Strategy by pointing out that although recent statistics indicate that drug use may be down, "most Americans remain firmly convinced that drugs represent the gravest threat to the nation's well-being..(and)..fear of drugs and attendant crime are at an all time high." In these remarks, the Director of the Office of National Drug Control Policy clearly expressed the feelings of the residents of Detroit and the citizens of Michigan.

Drugs and crime are a serious concern to all of us in this state. Detroit's homicide rate is exceeded only slightly by that of Washington, D.C. We believe that these homicides, as well as other categories of violent crimes, are increasingly the result of drug trafficking and abuse and involve an alarming number of juvenile offenders. Drugs are in demand, they are easily accessible, and the profits are extraordinarily high. Emergency room overdoses, hospital admissions, arrests, and jail and prison intake records all demonstrate a dramatic rise in the sale and use of crack cocaine not only in Detroit, but in every other major city of the state.

As the drug problem is discussed from Maine to Florida and New York to California, the story is the same. Although still strongly in the lead, cocaine is beginning to lose market share to methamphetamine, and heroin is poised for a comeback. This does not mean we should give up hope or quit the fight. In some areas we have made progress, and for the first time, the drug problem seems to be receiving the national attention that it deserves.

THE IMPACT OF THE NATIONAL DRUG CONTROL STRATEGY ON THE STATE OF MICHIGAN WITH REGARD TO BOTH FISCAL AND POLICY CONCERNS.

By establishing the Office of National Drug Control Policy, Congress and the federal government have sought to provide leadership and coordination to what must be a national coordinated response to the drug problem. This action and the development of the National Drug Control Strategy are giant steps in the right direction. Too often in the past we have failed to recognize the significance or the scope of the problem. The most important policy statement of the federal strategy is its realization that no single approach holds the answer. Enforcement, treatment, education, and interdiction are all important and must be integrated into a coordinated solution to the problem.

We, in Michigan, also believe in an integrated approach to the drug problem. Governor Blanchard has appointed a Director of Drug Agencies to coordinate efforts of all state departments. Unprecedented expansion has occurred in our prison system. The Michigan Model for Comprehensive School Health Education Resistance Education has a meaningful drug education component, and Drug Abuse Resistance Education is being taught by police officers to 4th and 5th grade students.

Funding provided through the Anti-Drug Abuse Acts of 1986 and 1988 has allowed for the expansion of fourteen previously existing state and local cooperative drug enforcement teams. In addition, three new teams have been established. Prosecution, forensic science laboratories, and drug education programs have also been enhanced through this federal funding.

This year Michigan will receive 13.6 million in federal grant funding to help finance our war on drugs. This is twice as much as received in 1987, and over three times that received this past year. With this substantial funding increase, additional anti-drug efforts are made possible. Current proposals involve expansion of cooperative drug enforcement teams, additional drug enforcement training, increased street level narcotic enforcement, expansion of drug abuse resistance education in Michigan schools, and establishment of a statewide, coordinated drug intelligence system. While we are obviously pleased with the generosity of the federal government, the dramatic increase in funding does create a few problems. To avail ourselves fully of the federal dollars, more matching funds will be required from state and local sources. This requires serious policy decisions by state and local officials.

THE STATUS OF THE DRUG CRISIS IN MICHIGAN WITH PARTICULAR EMPHASIS ON THE METROPOLITAN DETROIT AREA.

Recent statistics gathered by the National Institute of Justice/Drug Use Forecasting Program indicate that in Wayne County, 68 percent of the males tested at the time of incarceration showed positive results for drug use. The drug found most often was cocaine followed closely by marijuana. Information from the Michigan State Police and the coordinated drug enforcement teams show that cocaine arrests have risen 96 percent over the past four years, while arrests for other drug offenses have remained relatively stable. These statistics point up the severity of the cocaine use problem in the Detroit area where about one-third of all treatment admissions are the result of cocaine abuse.

There has been a noticeable increase in methamphetamine seizures in southeastern Michigan, as well as other major metropolitan areas. However, the increase thus far has not been as dramatic as intelligence forecasts continue to predict.

The backbone of the Michigan narcotics enforcement effort has been the cooperative drug team. These teams, now numbering seventeen, cover nearly all of the state. The typical cooperative team consists of a board of directors comprised of state, county, and city police officials, prosecutors, and in one instance, federal agencies. The structure of these teams provides coordination to the state's drug enforcement effort which is not matched anywhere else in the country. In fact, several states are now patterning their efforts after this approach.

Seven of the coordinated drug teams are located in the Detroit/Wayne County Metropolitan area. These teams enjoy an excellent working relationship with the Drug Enforcement Administration, the F.B.I., and other federal agencies. Their efforts are also augmented by a number of local as well as county drug and vice units.

Narcotics investigations in the city of Detroit are conducted by approximately 250 officers of the Detroit Police Department Narcotics Unit. These officers conducted over 2000 drug raids in each of the two previous years and are to be commended for their efforts. Detroit also participates in a joint task force with the D.E.A.

RECOMMENDATIONS FOR IMPROVING THE NATIONAL DRUG CONTROL STRATEGY, AND MANAGEMENT OF THE LOCAL AND NATIONAL EFFORTS TO COMBAT THE DRUG PROBLEM...

The federal government has recognized the serious nature of the nation's drug problem and is taking the obvious lead on the issue of limiting the use of illegal drugs. Current policy to reduce illegal substance abuse by focusing in on both the supply and the demand for drugs is valid strategy. The federal policy is comprehensive and recommendations are few. However, consideration should be given to the following:

Continue funding of proven law enforcement efforts beyond a four-year period.

The strategy of the current grant program is to provide seed money for a four-year period. By the end of the grant period, it is hoped that state and local governments will recognize the need for the program and supply the necessary funding for its continuation. This approach just does not work. The Michigan State Police and local law enforcement were involved in cooperative drug enforcement teams long before the Anti-Drug Abuse Act of 1988. The federal money allowed us to enhance our efforts where financial support was otherwise unavailable. Removing federal support after four years will doom several programs to extinction no matter how successful they have become.

An example of this is the cooperative team established in Michigan's Upper Peninsula known as UPSET. Established in 1988 significantly through the use of federal dollars, this team has one year of funding left. Without continued federal support, and with limited state and local resources, this team will not be able to continue in its present form. This team is the only drug enforcement presence in 12 counties of the upper peninsula and this year reported the majority of the state's domestic marijuana seizures (Michigan ranks sixth in production and seizures of domestic marijuana).

Compounding the problem is Michigan's current economic crisis. According to a recent House Fiscal Agency publication on Michigan's economic and fiscal outlook, "The fiscal year 1990 and 1991 budgets will be the most controversial and painful budgets since those of the 1979-1983 economic and fiscal debacle in Michigan." Attributed to a long-standing structural deficit where permanent revenues are insufficient to finance current budget programs, decision makers will be forced to struggle with "massive reductions" in spending. Ironically, one of the contributing factor to this "structural deficit" is federal disinvestment. According to the House Fiscal Agency report, "Cumulatively, the federal aid loss to Michigan governments and individuals is approaching $10.0 billion from 1981 levels. Michigan local governments have incurred federal aid cuts approaching 75 percent in real terms over the period. The loss of these important revenues is placing demands on state resources and straining the state's ability to meet program needs."

Maintain consistency in federal funding.

Grant funding to Michigan from the Anti-Drug Abuse Act has gone from $6.1 million in 1987, to $1.5 million in 1988, $3.9 million in 1989, and now $13.6 million in 1990. Match formulas have gone from 75/25 percent to 60/40 percent, and back. Budget and program planning on this type of roller coaster is next to impossible. Program cuts are made one year and reestablished the next, making it difficult to retain any continuity or momentum. Since most programs consist mainly of personnel, concern over future funding often times overshadows the task at hand.

Managing local and national efforts to combat the drug problem is an enormous task. Both President Bush and Governor Blanchard have recognized the need for inter-agency coordination as evidenced by the appointment of Drug Policy Director William Bennett on the federal level and Drug Agencies Director Donald Reisig at the state level. Their efforts require our strongest support. There are no quick-fix answers and no short cuts to the solution. Winning the drug war requires two things -- long-term commitment to proven techniques and coordination of all of our efforts. If Congress is willing to continue support, we have plenty of soldiers who are willing to fight.

STATE OF MICHIGAN

JAMES J. BLANCHARD, GOVERNOR
DEPARTMENT OF STATE POLICE
714 SOUTH HARRISON ROAD, EAST LANSING, MICHIGAN 48823
COL. R. T. DAVIS, DIRECTOR

March 9, 1990

Senate Permanent Subcommittee on Investigations

EXHIBIT # 6

Permanent Subcommittee On Investigations
 of the Governmental Affairs Committee
United States Senate
Detroit, Michigan

"Statement For The Record"

D.A.R.E.

Surveys have shown that the percentage of students using drugs by the sixth grade has tripled since 1975. In the early 1960s, marijuana use was virtually nonexistent among 13 year olds, but now about one in six 13-year olds has used marijuana. 41 percent of 1986 high school seniors in non-metropolitan areas reported illicit drug use in the previous year, while the rate for seniors in large metropolitan areas was 48 percent. More than half of all adolescent suicides are drug related. A 1987 Weekly Reader survey found that television and movies had the greatest influence on fourth through sixth graders in making drugs and alcohol seem attractive, while other children had the second greatest influence. For children in grades four through six, the most important reason for taking marijuana is to "fit in with others." "To have a good time" is the second main reason for these children, followed closely by a desire "to feel older." These findings reinforce the need for prevention programs, beginning in the early grades, that focus on teaching children to resist peer pressure and developing skills for making decisions. The best way to fight drug use is to begin prevention efforts before children start using drugs. Prevention efforts that focus on young children are the most effective means of fighting drug use. (Schools Without Drugs, U.S. Department of Education, 1987)

Drug Abuse Resistance Education (DARE) was first introduced in 1983 through the cooperative effort of the Los Angeles Police Department and the Los Angeles Unified School District. DARE has since grown to become a worldwide program and has been selected by the U.S. Department of Defense as the drug prevention program for their dependents' schools, including those schools overseas. DARE is a substance use prevention education program designed to equip children with skills for making decisions, managing stress, and withstanding the various types of pressures to use tobacco, drugs, and alcohol. In cooperation with the schools, uniformed, nonarmed police officers who are carefully selected and trained, teach a 17-session, semester-long validated curriculum to elementary and middle school students. The "target" grades are the fifth and sixth grades, which are referred to as the "exit" grades. Exit grades in the sense that these are the last grades students are in prior to entering middle school or junior high school. Research and surveys have shown that it is during these middle school/junior high years that students are most likely to be exposed to and begin experimenting with drugs. DARE provides a unique opportunity for law enforcement and the schools to work together to reduce drug abuse. By relating to students in a role other than that of law enforcement, officers develop a rapport that promotes positive attitudes toward police and greater respect for the law.

A DARE longitudinal evaluation annual report, prepared for the Los Angeles Police Department by the Evaluation and Training Institute of Los Angeles, California, in 1988, revealed that an analysis of the student survey data showed statistically significant differences between DARE and non-DARE students in reported use of all categories; alcohol, tobacco, heroin, and inhalants. The evaluation concluded: "The significantly lower use of drugs and alcohol by DARE students cannot be considered to be a result of less opportunity or peer pressure than for control students, but can clearly be attributed to participation in the DARE program."

The State of Michigan has been involved in the DARE program since 1987. Since that time, 156 certified police officers have received 80 hours of classroom instruction and are teaching DARE in fifth and sixth grades throughout Michigan. Using the latest, unaudited figures provided by the Michigan Department of Education, there are 225,468 students enrolled in the fifth and sixth grades in Michigan. Figures provided to the Michigan State Police by all law enforcement agencies currently participating/instructing in DARE show that approximately 50,000 students will receive instruction in DARE during the 1989-90 school year. This translates into only about 22% of all fifth and sixth graders are being instructed in DARE.

In Michigan, the DARE program comes under the direction of the Michigan DARE Advisory Board. The Board is comprised of prosecutors, judges, educators, and law enforcement personnel from around the state. The Michigan State Police was asked by the advisory board to administer, coordinate, and facilitate the DARE program in Michigan. As with all programs, funding is a major obstacle which must be dealt with constantly. Currently, in the state of Michigan, the DARE program is funded solely through federal grant monies and donations from private industries. Due to budget constraints in the state of Michigan, the Michigan State Police does not have money available to adequately staff the administrative level necessary to properly coordinate the program. To date, two sergeants have been able to keep up with the program, but as the program continues to grow, the statewide responsibilities will become increasingly difficult.

As pointed out earlier, only 22 percent of all the target grade students are receiving DARE instruction. The need and requests for more trained DARE officers is increasing every day. It is the goal of the DARE program in Michigan to reach all target grade students. This requires that not only new officers be trained, but that current DARE officers receive in-service training and updates. In Michigan, it costs approximately $700.00 to train and equip a new DARE officer in a two-week school. The average size of one class is 35 students. Thus, the cost of running one DARE basic instructor school is approximately $24,500.

Funding, staffing, and training are the major problems which need to be addressed from an administrative point of view. Drug abuse is the major problem facing society as a whole. Caught in the middle are the kids--and kids, those fifth and sixth graders, are what the DARE program is all about. We are asking for your support so that we can reach each and every fifth and sixth grade student in the state of Michigan and give them the proper skills and techniques which will help "keep kids off drugs."

Submitted And Prepared By:
Michigan State Police
Prevention Services Unit
DARE Program

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 7

State of Michigan

James J. Blanchard, *Governor*

Department of Corrections

Grandview Plaza
(Corner of Michigan and Grand Avenues)
P. O. Box 30003
Lansing, Michigan 48909
Robert Brown, Jr., *Director*

Corrections Commission
Robert S. Axford
Thomas K. Eardley, Jr.
James H. Lincoln
Duane L. Waters, M.D.
[illegible] Desiree Cooper

March 21, 1990

Alan Edelman
Permanent Subcommittee on Investigations
U.S. Senate
100 Russell Building
Washington, D.C. 20510

Dear Mr. Edelman,

The following table is sent to confirm our telephone conversation of March 14, 1990. We examined 103,296 records. The table covers the time period from 1981 to the present. 1981 is when we first began putting this information on the computer. Therefore, the numbers below include both active and discharged prisoners.

Michigan Department of Corrections,
Present and Former Clients,
History of Juvenile Commitments, Probations, and Escapes From Juvenile Supervision.

Number of Acts	Number of Juvenile Commitments	Number of Juvenile Probations	Number of Juvenile Escapes
None	91,964	87,304	100,000
1 to 4	10,968	15,872	2,979
5 to 9	320	99	200
10 plus	44	21	57
Total	103,296	103,296	103,296

Sincerely,

Carole E. Rankin

Carole E. Rankin

Prosecuting Attorneys Association of Michigan

[illegible] Townsend [illegible] • Suite [illegible]
[illegible] [illegible] [illegible]

517 334-6060

Senate Permanent Subcommittee
on Investigations
EXHIBIT # 8

1989 90
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[illegible]

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Attorney General
Frank J. Kelley

N.D.A.A. Director
William F. Delhey
Ann Arbor

March 27, 1990

Hon. Sam Nunn
United States Senator
Permanent Subcommittee on
  Investigations
100 Russell Senate Office Bldg.
Washington, D.C. 20510

Dear Senator Nunn:

RE: The Effects of the Drug Problem on the Michigan Criminal Justice System

On behalf of the Prosecuting Attorneys Association of Michigan, I would like to thank you for inviting us to submit a statement for the record on the effects the current national drug problem is having on the Criminal Justice System in Michigan.

In response to your inquiry, we circulated a short survey instrument to Michigan's prosecutors. We have studied the responses which we received from counties as small as Luce in the Upper Peninsula, population 6,600, to metropolitan areas as large as Genesee County, which includes the city of Flint. A few of the small counties indicated that the drug problem is not having a significant impact on their system at this time. One of these prosecutors expressed his suspicion that the reason for lack of impact is the inability in his county to fund undercover investigations to discover the extent of the drug problem. Drug prosecutions in that county result largely from inadvertent discoveries in the investigation of other crimes.

Many other small counties, however, reported a significant impact from drugs. For example, the prosecutor in Dickinson County, a small county in the western area of the Upper Peninsula, indicated that the major impact of drugs in his community is in the area of child abuse. His office's participation in proceedings to protect abused and neglected children have increased dramatically as a result of drug abuse.

Hillsdale County is a small county on the border between Michigan and Ohio. The Hillsdale County prosecutor indicated that the drug problem "has seriously affected our ability to devote our meager resources toward equally serious matters. The prosecutor is required to devote a large percentage of his time to drug enforcement and forfeiture proceedings. These activities preclude more time being spent on victim's rights and the prosecution of sexual assault cases." He indicated the drug problem has been responsible for doubling the felony case level in the county, which has required a 40-bed addition to the county jail, and the assigning of two officers solely to investigate drug cases.

The desperation of the problem in small counties is probably best reflected by the comments of the Cass County prosecuting attorney. Cass County has a population of approximately 50,000 and is located on the Indiana border near the city of South Bend. She stated that "there is a direct correlation between the increase in drug use and distribution and our rising county crime rate. In 1989, the prosecutor's office confronted the county's first major marijuana manufacturing operation, several organized residential robbery rings, and imported urban youth gangs." While the result of this activity has been the overcrowding of the county jail and local community corrections facility, Cass County, because of revenue problems, has laid off two full-time narcotics officers in the sheriff's department. The prosecutor indicates that "their absence has already resulted in overt drug distribution in several of our local communities. We anticipate a disastrous summer!"

Felony drug cases in the three small counties mentioned, and in several other of the small counties that responded to this survey indicate that they comprise about 10% of the office's felony caseload.

In contrast, the larger urban counties who responded indicated that drug felonies take up at least 20% of their felony caseload. The St. Clair County prosecutor, for example, indicated that felony drug charges in the office went from 26 warrants in 1986, to 67 in 1987, and 173 in 1988. The Kent County prosecutor, with the urban center of Grand Rapids, indicates that the drug problem has "bogged" their whole system down. They recently added one district and circuit court judge and yet their courts are still way behind. Their felony drug warrants went from 900 in 1988 to 1,526 in 1989.

In Washtenaw County, which includes the city of Ann Arbor, over 22% of their felony caseload involves drug cases. As the prosecutor notes, this percentage does not include the effect "that drugs have on people who commit other crimes because of drugs". Their felony drug charges have increased from 117 in 1984 to 466 in 1988.

The impact of the problem in large counties, like that in the small county of Cass, is reflected in the statement from the Genesee County prosecutor. He stated that "because of the increase (in drug cases), it takes the police laboratories longer to process evidence, which causes delays in prosecution, hence the same offenders continue to commit other crimes while awaiting trial. There is an increase in bond investigations and hearings, and demand on the court's time due to more defendants, more charges, more crimes, more procedural and evidentiary hearings, more trials, more sentencings, more defendants sentenced to jail, prison, probation, substance abuse programs. Obviously there are more appeals." Over 25% of the felony warrants in Genesee County include drug charges, and felony drug warrants authorized have doubled since 1984.

The increased prosecution emphasis has had a devastating effect on the state's prison system. We will increase prison capacity from approximately 13,000 beds in 1984 to 32,000 by 1992, yet projections estimate a 16,000 bed shortage. This increase can be largely attributed to drugs, as prison commitments for drug offenses have increased 390% between 1986-89.

The explosion in drugs in the last few years has stretched the system and its resources. In general, the same number of police, prosecutors, judges, and probation officers are required to handle increased investigations and increased numbers of prosecutions and trials. This results in either the diversion of resources from the investigation and prosecution of other criminal offenses, or inadequate investigation, prosecution, and enforcement of all criminal laws as static resources are stretched to cover all responsibilities.

The prosecutors of this state believe a two-fold approach is necessary to address the drug problem. On the law enforcement front, we need funds to develop enough drug enforcement teams so that anyone who sells drugs in any location in our state runs a serious risk of apprehension. Those funds must also be sufficient to support the increased demands on prosecution, trial and appellate courts, and the correctional system.

On the other front, we firmly believe the only long-range solution to this problem is to reduce the demand for illegal drugs. Accordingly, funds are needed for worthy educational programs for our children, such as DARE, the Drug Abuse Resistance Education program, and for the treatment of those who have already fallen victim to drugs. This two-pronged approach of drying up the market and increasing the costs of doing business is the only way we believe this disturbing trend of exponentially increasing drug prosecutions can be reversed.

Thank you for your consideration.

Sincerely yours,

John D. O'Hair
President

JDO:dtp

cc: Hon. Carl Levin
Hon. Donald W. Riegle
Michigan Congressional Delegation

Senate Permanent Subcommittee
on Investigations
EXHIBIT # 9

MICHIGAN ASSOCIATION
of
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Executive Director
Thomas A. Hendrickson

Admin. Assistant
Shirley D. Smith

STATEMENT OF THE
MICHIGAN ASSOCIATION OF CHIEFS OF POLICE

Before the United States Senate
Permanent Subcommittee on Investigations

March 19, 1990
Detroit, Michigan

Prepared by
Mr. Thomas A. Hendrickson
Executive Director

Distinguished Senators and Ladies and Gentlemen:

Literally everyday the news media, either national, state or local, recounts tales of the scourge of drug abuse by citizens of our great country. Unfortunately, the news media reports reflect only a small portion of the drug abuse and related crimes that are witnessed by the men and women employed by our law enforcement agencies. This is true of Michigan law enforcement agencies - from those serving the inner-city of Detroit to the rural settlements of our Upper Peninsula.

The drug abuse crisis in Michigan and America is the single most important source of crime. Director John Ball of Royal Oak, MI Department of Public Safety projected the following: "From my own perspective, I think that data within the criminal justice system indicates that as much as 80-90% of all major crime can be attributed to drug use and abuse." Drug abuse has placed law enforcement agencies in a reactive and defensive position. As Police Commissioner Paul Pash of Warren, MI explains: "Along with a great increase in arrests for controlled substance violations, we have seen an ever-increasing number of violent and property crimes as a result of crack addiction, which have increased our workload. This is occurring at a time when we are faced with tighter budget constraints and higher labor costs, causing cutbacks or hindering our ability to add personnel."

Chief Gary Ford of Harper Woods, MI has pointed out that the vast majority of drug related criminals enter the criminal justice system via the local police department. Chief Ford's following statement sums up the frustration felt by local agencies: "Local police departments are suffering from the increase in criminal

2240 EAST MT. HOPE, SUITE H, • OKEMOS, MI. 48864, • PHONE (517) 349-9420

activity, due to drug abuse, at a disproportionate rate. Because of limited resources, local manpower has not been increased to address the rise in criminal activity related to drug abuse. In addition, local facilities for the most part, have not been updated to handle the increase in activity related to drug abuse. The entire criminal justice system in Michigan has been saturated with drug related criminals to the point that the effectiveness of the system itself is in question."

A number of strategies have been implemented to deal with the drug abuse issue and its related crime. One highly successful strategy has been the use of forfeiture statutes to strip drug dealers of their ill-gotten material assets. In an almost entrepreneurial fashion attorneys could be added to the staffs of cities and counties to concentrate on forfeiture efforts. Chief William Corbett of Ann Arbor, MI emphasizes: "If we are to truly be effective, local prosecutor staffs need to be bolstered by prosecutors who are specifically assigned to drug cases,both for prosecution and forfeiture."

Another useful tool in the drug war is the ability to wiretap the communications of drug suppliers. While Michigan has failed to enact such legislation, Chief William Corbett poses an inquiry: "Perhaps the federal government would consider granting authority to state, county, and local enforcement officers involved in drug investigations to be blanketed by wire tap authority on a national level. Our chances for state wire tap legislation seems to be dismal at best."

Local law enforcement administrators, while concentrating on street level interdiction, are ever mindful that the treatment of addicts is extremely important. Chief William Corbett cites his example: "Eighty percent of the inmates in the Washtenaw County Jail have a substance abuse problem. There needs to be certainty of treatment for incarcerated persons whether they are in county jails or state prisons. It does no good to incarcerate a person who merely dries out; and then as soon as they are back on the street, they return to their habit."

Coupled with treatment is drug education, and the Michigan Association of Chiefs of Police has been an avid supporter of D.A.R.E. (Drug Abuse Resistence Education). The reduction in the demand for illicit drugs must be a current but long range goal of all Americans. Also, in our educational efforts there must be resistence to the proponents of drug legislation. Director John Ball of the Department of Public Safety, Royal Oak, MI stated: "In my opinion, it must be strongly stated that we should avoid drugs becoming legalized. Drugs are inherently dangerous and intrinsically destructive. When considering legalization, we have abundant research available that indicates even where limited experiments in drug legalization have occurred the resulting addiction skyrockets. There is ample evidence that the result of legalization would be only greater destruction of families and a tremendous toll in the loss of productive members of society as a result. In my mind, legalization would not represent an aspect of personal freedom, but on the contrary, enslavement of persons who are unable to avoid addiction."

In contemplating the drug abuse issue, the MACP has touched upon the increased criminal activity which is drug inspired; the usefulness of statutory approaches via forfeiture, and wiretap legislation; the need for education curtailing the desire for drugs and the dangers posed by proponents of legalization. However, a common thread was expressed by the chiefs contacted concerning the issue at hand. The common thread was Federal aid:

> "There needs to be a proliferation of countywide and statewide concepts staffed by federal, state, county and municipal officers. The Federal government could encourage such concepts by hiring more drug agents and providing moneys to staff and equip the concepts."
>
> \- Chief William Corbett, Ann Arbor, MI

> "The impact of drug related crime on the system has been repeated time and time over. I would just like to suggest to the Federal government that they might first send Michigan more money to build local, State and Federal jail facilities to house the Offenders of Drug related crimes, as well as others; and second, the Federal government with State government should pass laws or stop creating new laws that force the system to coddle those who are locked up in the system."
>
> \- Director Kurt Jones, Cheboygan, MI

> "While the Federal government has been told already that we need more dollars allocated to the local level to boost manpower and equipment for apprehension and educational efforts, they continue to place restrictions on those few dollars that are available that prohibit us from adding staff due to our budget problems. Cash matches and no supplanting rules hinder or prevent our ability to qualify for grant funds without playing games such as reducing numbers prior to the application process."
>
> \- Commissioner Paul Pash, Warren, MI

> "From my vantage point in a relatively rural area, I can tell you that many small law enforcement agencies seem to have a problem in starting drug enforcement programs. While it is well known that you can take the proceeds from drug investigations and use them to fight the drug war, many departments simply do not have the resources to begin operations which will generate forfeitures to further pay for the program. Therefore, my suggestion would be that the Senate Permanent Committee on Investigations be alerted to this problem and possibly propose that Federal forfeiture money could be used as seed money only to start small drug enforcement task forces who could then perpetuate themselves, based upon forfeitures."

> "I think that my suggestion relates once again to the bureaucracy that is established between the Federal disbursement of funds and the final amount that shows up in law enforcement agencies at the local level. Perhaps this would assist one segment, that of the small law enforcement agency."
>
> - Director John McAuliffe,
> Department of Public Safety
> Central Michigan University

> "I believe that everyone recognizes the impact that drug abuse and drug related crime is having on our entire society as a whole, not just the criminal justice system. The most obvious impact on the system is overcrowded prisons and, secondarily, the slow process in which the system works - swift & certain punishment is generally recognized as a deterrent. Despite all of these things, I am firmly wedded to the opinion that direct Federal entitlements to local municipalities is long overdue. The 'Drug War' would be a lot further along if that were the case."
>
> - Chief Robert Johnson, Jackson, MI

In conclusion, local law enforcement in Michigan is looking to the Federal government for guidance and assistance. We are being overwhelmed by the problems associated with illicit drugs. We in Michigan urge you to increase budget allocations in fiscal year 1991 for the Drug Control and System Improvement grant program established under the Anti-Drug Abuse Act of 1988. State and local units of government must be funded to fight the war - the Drug War we must win - in order to save our very way of life.

Thank you.

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 10

JOHN D. O'HAIR
PROSECUTING ATTORNEY
GEORGE E. WARD
CHIEF ASSISTANT

COUNTY OF WAYNE
OFFICE OF THE PROSECUTING ATTORNEY
DETROIT, MICHIGAN

1200 FRANK MURPHY HALL OF JUSTICE
1441 ST. ANTOINE STREET
DETROIT, MICHIGAN 48226 - 2302
TEL. 224-5777

March 15, 1990

Honorable Sam Nunn
United States Senate
Washington, D. C. 20510-6250

Dear Senator Nunn:

Thank you for this opportunity to comment on the immense problem of drugs.

I agree fully with your statement last June 25th at the Macon, Georgia hearing:

> "America must now begin to effectively deal with drugs, violence and crime or we will certainly see a continued and perhaps even an accelerated deterioration of our value system, our communities and even our ability to compete as a nation economically."

I also believe the views of many in law enforcement in our area are summed up in this excerpt from last week's (3/12) Newsweek magazine.

> "[v]arious government surveys show that the number of cocaine users has been cut almost in half since 1985.....
>
> [But] America is fighting two separate drug wars. One is the drive to deter recreational cocaine use by young people and middle-class thrill seekers, a goal that is clearly being won. The other is the much more difficult campaign to reduce crack use and crack addiction in the ghetto....this second war is still being lost.
>
> "The question now is whether the administration will fight as hard to save the inner-city as it will to protect the middle class".

I am not going to dwell upon statistics; others, I'm sure, will provide statistics and will address the more traditional concerns of law enforcement. Suffice it to say, our statistics on narcotics prosecutions and how they've varied over the last 3 years are probably more a reflection of the effort our police agencies are able to devote, in any given month, to drug enforcement than a reflection of the actual level of narcotics activity in the county.

For us, the problem remains, how do we tackle that "much more difficult campaign to reduce crack use and crack addiction" in the urban center?

The money that many perceive can be made in dealing drugs is such a powerful, attractive incentive, it not only overwhelms the incentives offered by our public institutions -- the promise of an education, on the one hand, or the threat of conviction and punishment, on the other -- but, as Detroit's recent murder statistics show, it overwhelms even the normal human fear of the risk involved in this kind of business of being killed. It seems to me, as long as this illicit market thrives, an unacceptably high rate of urban youth will continue to be drawn to it.

For this reason, in addition to other anti-drug strategies, I believe the U. S. Government has got to find a way to stop its paper money from "hemorrhaging " out of the legal economic loop into streets and alleys where it "makes the market" for drugs.

The Detroit News was good enough to let me develop this idea recently on its Op Ed page. (Copy enclosed). Since that piece ran, I've received copies of an exchange of correspondence between Congressman Charles Rangel and the U. S. Treasury Department, including a copy of the Treasury Report mandated by section 6187 of the Anti-Drug Abuse Act of 1988 on recalling large denominations of cash.

Congressman Rangel indicates that HR 2914 "would require all existing $100 bills to be replaced with new notes of different....size and/or color." But the Treasury Report objects to a world-wide recall of big denominations of U. S. paper money, basically, on the two-fold ground that (i) "$100 and $50 Federal Reserve notes do not comprise...even the majority....involved in illegal activities," and (ii) it is desirable that foreigners hold U. S. currency - which big bills facilitate - for a number of reasons including the "intangible benefits to the U. S. Government gained from the holder's stake in the economic strength of the United States".

I do not purport to be an expert in finance. But, assuming the objections of the Treasury have merit, what the Rangel proposal and the Treasury's objections, taken together, suggest is: perhaps all we need is (i) a *domestic* recall or phasing-out of greenbacks (eliminating most, if not all, of Treasury's objections) and (ii) new-look notes in smaller denominations as proposed by Congressman Rangel limited to domestic use (making money-laundering a domestic phenomenon and easier to combat).

Gone would be our present currency's *automatic* convertibility from domestic to foreign use that makes it so capable of being smuggled. (See, article entitled "Cash Smuggling Grows..." enclosed, from current issue of *Money Laundering Alert*). Gone, too, would be the spectacle of Uncle Sam being constantly rebuffed as he goes from one money-laundering country to another in the hopeless task of trying to get other sovereigns to comply with the Kerry anti-laundering amendments.

However it may come out, *now* more than ever, I think we must have a real debate about how to stop U. S. dollars from acting like magnets for foreign drugs on the streets of Detroit.

Again, thank you very much.

Sincerely,

George E. Ward

GEORGE E. WARD
Chief Assistant

JDO:cjm

Thursday, March 1, 1990/THE DETROIT NEWS/11A

Cash Recall Would Rattle Rogues

Another View

By George E. Ward

It's no coincidence that big stacks of "greenbacks" are the dominant image of almost every drug-bust news report you see on television.

From the drug lords' point of view, hauling in cash is what it's all about. Drugs are their pretext for "stealing" paper money from the streets and neighborhoods of our major urban centers. And the quantities they glean are amazing. In 1989, for example, the wholesale revenue of the cocaine industry from the United States is estimated at $28 billion.

Both logic and experience suggest the "war" to get control of our government's own currency supply must be re-oriented.

CASH "IS NOT the preferred method of payment by Americans for *legitimate* transactions," Treasury official Jonathan Rusch has written. "In contrast, cash is virtually *indispensable* for a wide range of illegal activities, including drug trafficking, illegal gambling, prostitution, loan sharking, bribery, extortion, tax evasion and other financial offenses."

Considering who needs cash, it is surprising our government puts so much currency in circulation — almost $1,000 per man, woman and child, about half of it in $100 bills. Once issued, most of it quickly disappears from the legitimate economy. U.S. officials cannot locate 80 percent of all the bills printed by the Treasury. Vice markets thus receive a huge favor from the U.S. government's great liberality in providing their medium of exchange.

Congress has enacted anti-money-laundering laws to discourage this diversion of cash to the underworld. In effect, these laws make sentries of our banks in hopes of nabbing the money thieves when they or their surrogates drop in to trade dirty assets for clean ones.

How are they working? About like you'd expect when the juggernaut is permitted to develop and the good guys are relegated to reacting to a massive onslaught. Individual skirmishes have been won, but we're talking war.

LAST DECEMBER, *Time* magazine explained how money laundering is a thriving trillion-dollar global industry, serving customers from cocaine cartels to tax-dodging corporations, because of the "impenetrable secrecy laws" of many foreign banks as well as the exemptions and well-practiced schemes for violating or escaping the cash-transaction reporting duty of U.S. banks.

What is needed are means that prevent the outflow of clean cash in the first place. Toward this end, two worthwhile, but little publicized, ideas have been proposed.

One, advocated by ex-Treasury Secretary Donald Regan, among others, would augment our anti-laundering tactic with a pre-emptive strike in the form of a surprise, big-cash recall. We could impoverish many drug millionaires by replacing, with only a few weeks' notice, all $50 and $100 bills with different-looking ones.

"Imagine the panic," economist James Henry says, "that would strike our criminal community if, all at once, it had to liquidate its enormous hoards of big bills or else explain where they came from .... Meanwhile, the vast majority of Americans, who hardly ever touch a big bill and certainly don't keep any of them lying around, would not be inconvenienced in the slightest."

Recall guidelines could readily be drafted to protect those individuals who may have kept big denominations of currency for legal and proper reasons.

THE SECOND IDEA is to eliminate permanently big denominations of U.S. currency. Henry describes how removing big bills gradually from circulation during a period of years would undercut the drug kingpin;

"(I)nstead of being paid with a small valise of $100 bills, he (would have) to take a check, or a steamer trunk of $5s and $10s, or gems or rare stamps. . . ."

Indeed, economist Burham Beckwith believes our government will wake up to this cheap and effective method of crime prevention and detection, noting the long, continuing trend toward greater use of "cashless" alternatives such as checks and credit cards.

A law to deny illicit marketers access to financing by government IOUs is as sound in principle as installing a dead-bolt lock to stop burglars. Demonetization of this kind is a way for economic power to assist law enforcement in the anti-drug fight without causing explosive growth in the misery of addiction and related evils, as decriminalization of drugs would. Although banks would doubtless feel the inconvenience of change, that inconvenience would be relatively minor, especially when compared with the huge and mounting expense of crime, addiction and lost productivity.

And as Henry points out, there are precedents for a cash recall. "Successful currency reforms were undertaken in West Germany in 1946, France in 1959, China in 1956, and the Soviet Union in 1947 and 1961. The United States itself organized several currency recalls in South Vietnam . . . without chaos or financial panic."

In the meantime, the carnage goes on. So why delay? Let's move these ideas to the top of Congress' agenda and start a serious debate. Those of us in the drug war at the county level are constantly being told "there's no magic bullet." But I'm not so sure. Maybe we're just not using it.

■ *George E. Ward is chief assistant prosecuting attorney for Wayne County.*

Cash smuggling grows in face of stricter laws

Majority of U.S. drug money leaves country despite risks, DEA says

There is growing evidence that money launderers, confronting a more vigilant, compliant and fearful U.S. banking system, are turning in greater force to old-fashioned smuggling as a way of moving their billions out of the country.

No one knows how much cash is smuggled out without the filing of the required U.S. Customs Service form (Form 4790, Currency and Monetary Instruments Report - CMIR).

Failure to file a CMIR, or the fraudulent filing of one, carries the risk of forfeiture and criminal penalties of up to five years in prison and a fine of up to $500,000 (Title 31, USC Sec. 5316, 31 CFR 103.47-49).

The Drug Enforcement Administration believes the majority of cash generated by the drug trade in the U.S. is "smuggled offshore."

If true, that would amount to tons of money. If only ten percent of the estimated $80 billion in U.S. annual drug proceeds is smuggled out, a staggering $22 million is spirited out of the U.S. daily.

Weight and volume are serious problems for the smugglers. A million dollars in $20 bills weighs 113 pounds.

Evidence is frequently seen at favored points of departure. On February 21, Customs Service agents seized nearly $4 million in cash from a Miami cargo plane headed for Colombia.

The cash was hidden in boxes labeled as electronic parts. It was the largest cash seizure in more than a year. Fifteen agents took nearly six hours to count it.

In the last four months, South Florida customs agents have seized $5.4 million in drug money. In the previous 12 months, they seized about $7.9 million.

While smuggling has its risks — detection and seizure at U.S. points of departure or the foreign points of entry — it has great advantages — no federal forms and no paper trails. It is the cleanest first cycle in the laundering process.

The Federal Reserve Board, which tracks the nation's money supply, has no way of knowing how much cash leaves or comes back into the country.

The Fed collects no data showing the inflow of U.S. currency from other countries. The Fed says the vast majority of transactions involving the inflow of U.S. currency is handled by private banks.

Those banks must file currency transaction reports if they receive more than $10,000 from an offshore bank. No one in the U.S. government presently correlates that data with that produced by CMIRs.

One further complication is that about two-thirds of all U.S. currency in circulation, about $152 billion out of a total of $230 billion, is unaccounted for in the U.S., according to the Fed.

Some of the "missing" money is found in certain countries, such as Liberia and Panama, where the U.S. dollar is used as the local currency.

In other countries, such as in Argentina presently, the U.S. dollar is a stabilizing influence on the inflation-ridden local currency. How much of the balance of U.S. cash overseas stems from U.S. drug sales is unknown.

As the last line of defense against cash smuggling, the Customs Service is outmanned.

Currency smuggling is the cleanest first cycle in the laundering process.

Customs has four awesome hurdles to overcome:

- Thousands of international commercial and private flights each month from airports around the nation
- The shipment of an estimated eight million containers out of the country each year
- The international travel of millions of U.S. residents each year
- The daily delivery of hundreds of courier parcels.

Operation Buckstop, the Customs Service's principal means of detecting and seizing cash smuggling at major U.S. airports, has produced only between $21 million to $37 million in seizures in each of the last four years.

Customs is experimenting with state-of-the-art electronic devices at certain airports. Dogs have also been tried. In the final analysis, however, an overwhelmed Customs Service must usually rely on informants' tips.

See Chart, page 8

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 11

PATRICK M. SHANNON
CHIPPEWA COUNTY PROSECUTING ATTORNEY
CHIPPEWA COUNTY COURTHOUSE
SAULT STE MARIE, MICHIGAN 49783
906/635-6342

MARK L. DOBIAS
CHIEF ASSISTANT
PROSECUTING ATTORNEY

FARRELL E. ELLIOTT
ASSISTANT
PROSECUTING ATTORNEY

April 24, 1990

Senator Sam Nunn
United States Senate
100 Russell Building
Washington, D.C. 20510

Senator Nunn:

Thank you for the opportunity to give input on your recent investigation on drug trafficking and violence in the United States. As you know, I am the Prosecuting Attorney of Chippewa County, Michigan. My County is located at the northern terminus of I-75 and at the top of Michigan's Upper Peninsula. It is the oldest settled area in Michigan and considered one of the first settled communities in the Country. Sault Ste. Marie is our County Seat.

Sault Ste. Marie is a City of 17,000 in population and it borders Sault Ste. Marie, Ontario. Sault Ontario has a population of approximately 100,000. Because of our border location, Chippewa County prosecutes all border drug cases. Under an agreement with the United States Customs, Straits Area Narcotics Enforcement (SANE) shares in the assests seized at the international border. Chippewa County and seven (7) other Northern Michigan Counties are members of SANE. The State of Michigan is also a member. SANE was created four (4) years ago to facilitate cooperation in the investigation of drug trafficking in Northern Michigan.

Chippewa County is also the location of five (5) state prisons. The population of these penal facilities approaches 4,500 inmates. Although we are located 260 miles north of any major metropolitan area, we experience criminal activity that is generally limited to big cities. We, like most communities, either rural or metropolitan are experiencing a serious controlled substance problem.

Last week my office prosecuted a 42 year old mother for aiding and abetting her 17 year old son in the delivery of cocaine. The destructive nature of drug abuse has crept into every corner of this Country.

With my experience in drug enforcement, I would like to make the following observations and recommendations:

1. Regional drug enforcement teams play a valuable role in rural areas. Without SANE drug enforcement would

TO: Senator Sam Nunn
DATE: April 24, 1990
FROM: Patrick M. Shannon

be virtually none existent in Northern Michigan. Rural law enforcement is not equipped nor prepared to adequately investigate illegal drug transactions. Regional approaches allow for the sharing of costs, information and policepower.

2. Three (3) Indian reservations are located in Chippewa County. There is no comprehensive drug enforcement plan for Indian country in the United States. As a result, Indian country has become a reserve for drugs. Indian people want drug enforcement.

3. Federal drug enforcement money reluctantly finds its way to rural areas such as Northern Michigan. Further, federal enforcement support rarely is available in our region. As a result, rural areas tend to be much more self sufficient. However, there is a definite need to have a greater federal/state involvement in drug enforcement. Drugs are not only being abused in Houston, Detroit and Miami. The abuse is occurring in places such as Sault Ste. Marie.

4. Priority has to be given to education and prevention programs. Chippewa County established the first Drug Abuse Resistance Education (DARE) program in the Upper Peninsula. Most law enforcement officials recognize the need to prepare our young people against illegal drug use.

5. Because of the border drug traffic and other international concerns, Sault Ste. Marie is a logical location for a federal district court. Approximately, 170 drug arrests are made per year at the international border. Currently, we are 300 miles from the Federal District Court in Grand Rapids, Michigan. Sault Ste. Marie has been a federal court site in the past. Because the drug action occurs here, it seems the court should be here also.

I hope this letter has been of some assistance. Drug enforcement encompasses many issues. None of which are readily explainable. However, with the help of you and your staff I am confident that we can have a positive impact on our Country's future.

Respectfully,

Patrick M Shannon

Patrick M. Shannon
Chippewa County Prosecutor

PMS/es

ROBERT W. REMONDINI, SHERIFF

County of Iron

Office of the Sheriff

Crystal Falls, Michigan 49920

TELEPHONES: 875-6650 · 875-6669

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 12

March 13, 1990

Dear Sir:

In December 1989 Iron County showed the world the problems of drugs in the rural area. We aired our laundry to help other areas understand the magnitude of the problems we all face.

With the heroic involvement of WENDY STANEK, the untiring effort of the Upper Peninsula Substance Enforcement Team and area law enforcement this problem was met head-on. We have not won this war in Iron County, matter of fact, probably only touching the tip of the iceberg.

Where do we go from here? Well, I guess that is up to you. When I say that, I mean we are exhausting our limited resources available to fight this war.

The Iron County Sheriff's Department has eight (8) full-time officers and only three (3) patrol cars. Not only do we have to run a jail we also have to patrol 1186 square miles of beautiful lakes, streams and forestlands. We have a county that we are proud of and so should the State and Federal governments.

With no major industry except logging the revenues are small and must go a long way. We are committed to the concept of law enforcement agencies working together in cooperative efforts in ridding our area of the infestation of drugs. We need specific funding aimed at combating the production, distribution and transportation of controlled substances in Iron County. If we are to win, we must get more officers and cars out into rural Michigan.

Further, the drug strategy for 1990 must include funding for education programs and for revamping our jails to handle the increase in housing this type of offender. In short, we need your help if we are going to win the war on drugs, if not, we can only guess what the alternatives will be.

Sincerely,

Robert W. Remondini

Robert W. Remondini
Sheriff, Iron County

CITY OF ANN ARBOR, MICHIGAN
100 North Fifth Avenue, P.O. Box 8647, Ann Arbor, Michigan 48107

Office of the Chief of Police

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 13

March 21, 1990

Mr. John Sopko
c/o Senator Sam Nunn
Permanent Subcommittee on Investigations
United States Senate
Washington, D.C. 20510-6250

Dear Mr. Sopko:

I received the March 7 letter on March 14 from the Senate Permanent Subcommittee on Investigations, which requested information on drug abuse and drug related crime on the local and state criminal justice system. Obviously it would have been impossible to respond by March 14. As a follow-up to our conversation at the MACP Mid-Winter Conference and our conversation on March 14, I have several suggestions.

Within Washtenaw County, which includes the two largest cities of Ann Arbor and Ypsilanti, we have a rather unique group of city and county officials composed of the principal administrators, human resource, and criminal justice chief executives. The group is called the Washtenaw County Social Justice Team. I am a member of that team. We met for some months discussing substance abuse in Washtenaw County. On April 28, 1988, we published a document entitled, "A Comprehensive Approach to Substance Abuse in Washtenaw County." (Enclosure #1). The 18 recommendations contained in that report remain very much on point as of 1990. Additionally, in our conversation at the MACP Conference, I expressed concerns relative to how we in the criminal justice system, particularly law enforcement, are approaching the problems of drugs. They are as follows:

1. There needs to be a proliferation of countywide and statewide concepts staffed by federal, state, county and municipal officers. The federal government could encourage such concepts by hiring more drug agents and providing monies to staff and equip the concepts.

2. 80% of the inmates in the Washtenaw County Jail have a substance abuse problem. There needs to be certainty of treatment for incarcerated persons whether they are in county jails or state prisons. It does no good to incarcerate a person who merely dries out and does not receive treatment. As soon as they are back on the street, they return to their habit.

3. The money pipeline from the federal government needs to be more direct. By the time bureaucratic state agencies siphon off their administrative costs, the federal dollars at the local level are so attenuated by administrative expenses that they are not effective.

4. If we are to truly be effective, local prosecutor staffs need to be bolstered by prosecutors who are specifically assigned to drug cases both for prosecution and forfeiture.

5. We are not being successful with interdiction of international drug smuggling. Whatever needs to be done, should be done.

6. Perhaps the federal government would consider granting authority to state, county, and local enforcement officers involved in drug investigations to be blanketed by wire tap authority on a national level. Our chances for state wire tap legislation seems to be dismal at best.

I sincerely appreciate Senator Nunn's commitment in sending you to the Midwinter Conference and the subcommittee's interest in local law enforcement's perspective. Local law enforcement has a more comprehensive grasp of what needs to be addressed than many self-serving "experts".

Sincerely,

William J. Corbett

William J. Corbett
Chief of Police

pmw
D(31)34
Enc.

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 14

A COMPREHENSIVE APPROACH TO SUBSTANCE ABUSE IN WASHTENAW COUNTY

FROM: THE WASHTENAW COUNTY SOCIAL JUSTICE TEAM

April 28, 1988

INTRODUCTION

The increasing availability of illegal drugs and resulting substance abuses has developed into a very serious problem in Washtenaw County. Felony crimes related to substance abuse increased 83% between 1986 and 1987 resulting in approximately 340 individuals being charged last year. In 1988 the rate of increase of these felonies continues to rise. Today, 80% of those housed in the county jail have had some involvement with substance abuse.

This increase refers not only to those that have been arrested. It has been estimated in a study provided to the County's Mental Health Center that more than 16,000 young people between the ages of 18 and 25 have used cocaine and another 12,000 plus have used hallucinogens in 1987. More than 22,000 have used other illicit drugs other than marijuana.

For those who face their problem or are directed to do so, and have the money or insurance to pay, there are programs available to provide assistance or treatment. For those without funds, existing programs are less available and those that do exist, have long waiting lists. For those drug abusers charged with criminal conduct, the system needs modification.

THE SOCIAL JUSTICE TEAM

Within Washtenaw County and including our two largest cities, there exists a group of government officials that brings together the key criminal justice, human resource, and chief administrators. The Social Justice Team of Washtenaw County is a collection of 14 such officials that have met since November 1978 to discuss and act upon issues of mutual concern, the latest of which is illegal drugs and substance abuse.

The Team was established with a mission to improve the manner in which law enforcement and human service agencies can interact to improve services to the citizens of Washtenaw County.

Regarding substance abuse, the Team over the past few months has gathered pertinent background information, analyzed this information, and is now ready to suggest a course of action for communities, local agencies, and ad-hoc groups to move forward in a coordinated manner in the war against substance abuse.

The Social Justice Team includes the following members:

1. Honorable William F. Ager, Jr., Judge, 22nd Judicial Court
2. John B. Atwater, M.D., Director, Health Department
3. Vincent S. Buccirosso, President, United Way
4. Godfrey Collins, Ann Arbor City Administrator
5. Saul Cooper, Washtenaw County Administrator
6. William Corbett, Chief, Ann Arbor Police Department
7. William Delhey, Washtenaw County Prosecutor
8. Thomas Fegan, Director, Washtenaw County Metropolitan Planning Commission
9. Matt Hennessee, Ypsilanti City Manager
10. Lucy Ann Howard, County Community Mental Health Division Head
11. Robert Huff, Chief, Ypsilanti Police Department
12. Ralph Patterson, Director, Department of Social Services
13. Ron Schebil, County Sheriff
14. Stephen Terry, County Community Services Division Head

COMPREHENSIVE PROGRAM FOR SUBSTANCE ABUSE

In its deliberations, the Team has been able to discuss issues that cross the service lines of criminal justice and judicial activities, as well as treatment and prevention programs. The Team has as its goal, the establishment of a total substance abuse effort for Washtenaw County and to suggest where added efforts can be most effective within Washtenaw County and its communities.

The overall program can be broken into the following categories:

- Prevention
    - Education
    - Alternatives to Inactivity
    - Job Training/Retraining/Job Placement
- Detection, Apprehension and Adjudication
    - Cooperation
    - Implementation
- Intervention
    - Incarceration
        - o high level
        - o low level
    - Treatment
        - o detoxification
        - o outpatient
        - o inpatient
        - o residential
        - o aftercare

RECOMMENDATIONS

The Social Justice Team requests the County Board of Commissioners, the councils and boards of local units of government, and the United Way establish an action plan and funding commitment for a comprehensive approach to substance abuse in Washtenaw County based on the following recommendations:

Prevention

Recommendation #1

Designate the Washtenaw County Mental Health Board as the agency to bring together and provide assistance to private and public agencies implementing prevention projects.

Recommendation #2

Charge the Washtenaw County Mental Health Board to complete, in the near future, a five (5) year prevention plan of action, procedures for coordination, an information network, and render assistance when requested.

Recommendation #3

Direct that special prevention efforts be provided to 16 to 30 years old high school dropouts who have limited skills, are unemployed, and have idle time on their hands.

Recommendation #4

Provide special emphasis for drug education and treatment programs for those under arrest; waiting sentencing, incarcerated, or on probation.

Recommendation #5

Support appropriate efforts to educate students in primary and secondary schools as well as in our colleges and universities. Support utilization of the Michigan Model for Education in the school systems along with a comprehensive program of school based projects and policies which support prevention efforts.

Recommendation #6

Support efforts which increase the opportunities for young people to use their idle time wisely. Recognize and interface with efforts of various groups and agencies that are working on these projects such as Leaders in Prevention.

Recommendation #7

Direct the creation or expansion of educational and activity programs for youth such as D.A.R.E., PAL and summer youth programs that involve police officers and Sheriff deputies in instructional or coordinator roles.

Detection, Apprehension and Adjudication

Recommendation #8

Designate the Jail Overcrowding Committee as the responsible organization of criminal justice and judicial representatives to identify, recommend, and implement ways to handle those arrested for illegal drug activity and to move them rapidly through the criminal justice - adjudication process.

Recommendation #9

Support continued and improved cooperation between local, state and federal law enforcement agencies in their efforts to detect and apprehend those involved with illegal substances.

√ **Recommendation #10**

Implement drug and alcohol testing as a part of intake medical screening for those incarcerated in the county jail and when it is determined that substance abuse exists provide substance abuse treatment and education.

Recommendation #11

Strengthen the Courts, Prosecutor, Public Defender, Probation, and Clerk operations to insure effective and efficient case processing.

√ **Recommendation #12**

Establish an array of adequate facilities to house those arrested and incarcerated for substance abuse.

Intervention

Recommendation #13

Designate the Washtenaw County Mental Health Board as the agency to bring together and advise others related to services for substance abusers.

Recommendation #14

√ Charge the Washtenaw County Mental Health Board to complete, in the near future, a five (5) year intervention plan of action, providing for coordination, an information network, and to render assistance in intervention, treatment and aftercare when requested.

Recommendation #15

√ Direct that special efforts be provided for more timely drug rehabilitation services to those under arrest, the indigent, the 16 to 30 year old high school dropout, and those not able to afford such services.

Recommendation #16

Establish an array of adequate facilities and programs for those under treatment for substance abuse.

General

Recommendation #17

Emphasize substance abuse services and programs targeted at high risk populations, including but not limited to the indigent, the incarcerated, and the 16 to 30 year old high school dropout who have limited skills, are unemployed and who have idle time on their hands.

Recommendation #18

Designate the Social Justice Team as the body to assess annually the impact of the total effort to combat substance abuse, and recommend changes as needed to implement the overall program.

BACKGROUND SUMMARY

Prevention

Currently in Washtenaw County there is considerable activity in the area of prevention. A number of groups are involved with education. Individuals from public and private schools, the universities and colleges, human resource agencies and ad hoc groups are discussing what to do and in some cases are carrying out programs related to informing students about the effects and dangers of drugs.

Many of these same groups, as well as others, are dealing with the issues of idle time, especially with youth. Keeping youth active in recreational and educational pursuits, social affairs, and other forms of activities is one way to assist those susceptible to experimenting with drugs to find new interests and alternatives to drug use. More such activities are needed.

In the areas of employment, a structured effort does exist in job training, retraining and providing assistance in finding a job for the unemployed. WALTEC, PIC, the Community College as well as school systems and other ad hoc and private agencies are active in this area. Even with this County's low unemployment rate, the need to assist the hard to employ in finding work is critically important. Sharing information and greater cooperation is needed between the job related agency administrators and those involved with other forms of prevention activities.

The Team did find that there are select groups of individuals needing more immediate assistance through prevention programs than most. One of particular concern is the 16 to 30 year old high school dropouts, the young people wandering the streets with idle time. These persons usually live in a room or hang out near one of our university campuses, surrounded by peers in similar situations. Providing assistance to these young people is a key to improving the communities environment related to drug abuse today and in the future.

It was found that a number of groups are becoming involved and in some cases carrying out programs independent of one other. There needs to be better communication and coordination between these groups. Each has a role to play but duplication or program conflict can be destructive to such efforts. New programs in education are continually being proposed, recreation and social events planned, facilities built, and some added funds are being defined through government or private groups. There needs to be more "working together" to see that the best efforts are carried out, so those questionable programs can be restructured and limited dollars that are made available are spent most wisely. The Washtenaw County Mental Health Board as the State's and Washtenaw County's designated agency should coordinate the prevention effort.

Detection, Apprehension and Adjudication

The most widely publicized part of the substance abuse effort today is in the area of apprehension. Fear is a large concern to those not directly involved with the illegal drug problem. Fear also exists for many of those actively involved in using and selling illegal drugs. Many forms of crimes being committed in Washtenaw County are linked to substance abuse. Four-fifths of those in the Washtenaw County Jail today are there because of a substance abuse related problem including alcohol.

We are fortunate in Washtenaw County to have law enforcement agencies dedicated and working together to reduce the sale and use of illegal drugs. Teams of law enforcement officials are in place, as well as individual agencies detecting and apprehending offenders in our county daily. Additional law enforcement officers were hired in 1987 and a number assigned to this substance abuse effort. Yet increased effort is needed in stopping the illegal movement and use of drugs in the County. The need to continue and improve cooperation between agencies is important.

However, there is more to the criminal justice system than detection and arrests. The entire system must function effectively to see the most positive results.

Arrests can be made but the serious offenders need to be housed. The Juvenile, District and Circuit Courts, the Public Defender, the Prosecutor and Probation staffs must be able to handle their responsibilities of the judicial process quickly and effectively. Delays between arraignment and court disposition is growing, yet the accused receives little assistance for any drug abuse problem that surfaces during this period. Between conviction and sentencing delays can again exist yet little or no treatment or education is provided. Treatment, education, as well as other forms of assistance needs to be made available to offenders during this entire adjudication process. A procedure needs to be established where a person arrested can be tested for previous drug use and if needed, drug abuse assistance can be provided.

Most of those arrested will sooner or later be back in our communities. A number of these individuals can be helped to be useful citizens while they are in a confined or restricted atmosphere. Some of these people are street-wise youth, and have an influence on other impressionable young people when they are back on the streets. To improve their attitudes can help to prevent others from becoming victims in the future.

The Team also suggests that those involved with detection, apprehension and adjudication need to take steps to see that an over load in the system is kept to a minimum. Officials from relevant bodies should begin exploring ways to streamline the process and do what is necessary to implement reasonable proposals. The Jail Overcrowding Committee, which includes many of these individuals, could serve this function.

Intervention

It is estimated that a significant number of persons in Washtenaw County use illegal drugs. Many of these people go undetected, some do not cause identifiable community problems, yet a number of these people still need assistance. There are both private and public agencies available today to provide such assistance. The Washtenaw County Mental Health Board is this county's designated agency in providing assistance and coordination to those many bodies involved with such service delivery. This group is currently developing a five-year plan of action. The Board is defined by State of Michigan statute to be the coordinating body for non-incarcerated intervention, treatment, and aftercare, as well as prevention.

Private assistance exists in this county for those who can afford it. For the indigent or those who cannot afford it, a series of public services exist but are limited in availability because existing agencies cannot keep up with the demands for treatment. There is an estimated 70 to 100 persons wanting treatment today that must wait one to six months to receive it. To add to this growing case load can only add to the dilemma that exists. By the time such people are able to receive treatment, many have given up or have become more addicted or disruptive. The public and private agencies must work cooperatively to see that the system provides more timely assistance to all people.

Such need is necessary at the various levels of treatment; detoxification, outpatient as well as inpatient care, extended residential care, and aftercare. There is also need to be ready to provide education services for AIDS victims that will be infected through substance abuse. The current planning effort needs to define innovative and improved approaches and programs, and specify how such efforts can be implemented.

Included in an appendix is background material which gives added information regarding the current situation of substance abuse in this county, agencies that exist, and information which supports the recommendations made. Social Justice Team members are available to discuss these findings and recommendations.

PC1:11h

Senate Permanent Subcommittee on Investigations

EXHIBIT # 15

City of Albion
112 West Cass Street • Albion, Michigan 49224 - 1798
(517) 629-5535

March 12, 1990

Ms. Eleanor Hill
United States Senate
Committee on Governmental Affairs
Washington, D.C. 20510-6250

Dear Ms. Hill,

I am in receipt of your letter dated March 7, 1990 as of March 12, 1990. The requests in the letter has a response date of March 14, 1990. Note that this date does not allow adequate time for my department to submit documents relative to the sub-committee's inquiry.

However, to meet your deadline, the following are some issues that this department would like to bring to your attention:

1. Often times, it is difficult for administrators, at local levels, to find out who, at the State level, is in control of programs/funds for drug related programs. Many times the State appears to have a difficult time with their own offices of responsibility and authority for administrative programs. It appears to me, it would be more feasible for local governments to apply to Federal Agencies for funding.

2. As in this case, many times local government does not have time to respond to grant requests. By the time it is determined who will administer the program and/or funds, little time is given to make application for the grants...your letter of request is a good example. Note: I know your letter is not a grant application, but the problem is essentially the same.

3. The cost of administering federally funded programs sometimes costs about 1/4 the money that is allocated for the program. This could be viewed as an ineffective and inefficient use of funds.

4. Federally funded programs appear to be targeted for multi-jurisdictional and large municipalities. Many Federal funded programs does not address the smaller local problems centered around drugs.

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Grant substantiations are mostly based on arrests, seizures and "new concepts". These cataqories may not be a good tool to measure application validity. Local enforcement makes the smaller communities safe, this is not to say that larger municipalities does not offer the same.

Approximately 75% of law enforcement in this country is done by departments with 25 employees or less. New concepts are good for development, but basic law enforcement is what is needed to control drug related crimes..not "new concepts", but personnel to do the basics crime prevention/enforcement.

5. Many times your larger municipalities and departments receive the bulk of funding for drug enforcement. The criminal elements realizes this. Thus are moving to the smaller populated area.

6. Most small communities do not have the funds or manpower to combat the drug problem. More money should be allocated to local small departments rather than the larger multi-city department.

Also be advised that I am the District 5 Representative for MACP, representing 37 departments in Michigan. The concerns I have brought to your attention are the same as expressed by our District.

If you have any questions or if I can be of any assistance please do not hesitate to contact me.

Respectfully,

J. E. Thomas
Chief of Public Safety

cc: MACP District 5 Chiefs
Tom Hendrickson, MACP Executive Director
Patricia Cuza, Office of Criminal Justice
Ardith Dafoe, Manager of Federal Grant Section

Caseville Police Department
Chief Jack Jensen

6767 Main Street
Caseville, Michigan 48725

Office .... (517) [illegible]-2394
Dispatcher .... (517) [illegible]
Chief's Residence .... (517) [illegible]

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 16

March 30, 1990

To: The Honorable "Sam" Nunn
United States Senator
303 Dirkson Building
Washington D.C. 20510

Subject: Allocation of funds to be used in the President's "War on Drugs"

Dear Senator Nunn:

I was one of several persons in attendence at the hearing you chaired in Detroit. I was impressed with the hearing and your quick grasp of the essence of the testimony given to the Sub Committee.

I would like to bring to your attention that, although, we are all committed to education in the "War", I would like to suggest that 17 million dollars which was given to the Michigan Department of Education for the "Michigan Model" as the vehicle to educate our children about the perils of drugs is mis-spent millions.

Inclosed is a copy of what I have been told is the "Michigan Model" for K-6.

I attempted to obtain a "Michigan Model" for grades 7-12 and I was informed that the "Model" had not been completed as yet but $17,000,000 has been allocated. Where it is going and how it is being used? I don't think the monies allocated should be mingled with other educational health related problems, but should be used exclusively for drug education and be taught by those who know the problems, as you stated, Doctors, Nurses, Psychiatrists and Police Officers. The D.A.R.E. program is effective and it's up and going now.

Another item I would like to bring to your attention is, when Washington allocates funds, for law enforcement, as an example, the local units who participate in the drug team concept must match funds. Senator, many of the rural and urban areas do not have the resources to match the federal funds. Consequently, no enforcement programs. It's a catch 22 situation. I have been led to believe that only law enforcement is required to match funds.

Senator, I am in an area in which the narcotic team is made up of 6 persons, a lieutenant, sergeant, detective and 3 officers and they cover a four county area, Lapeer, Sanilac, Tuscola and Huron, an area larger than some eastern states, almost an impossible situation.

I bring these items to your attention because as you know, this is a "War" and we in law enforcement need all the help we can get. I do not want to see these funds squandered or mis-directed.

Respectfully yours

Jack Jensen, Chief
Caseville Police Department

c.c. Carl Levin, United States Senator
William Cohan United States Senator
J.Robert Traxler, United States Representative
William D. Ford, United States Representative
James Blanchard, Governor State of Michigan
James Barcia, Senator State of Michigan
Dick Allen, Representative State of Michigan

EDUCATION SCOPE AND SEQUENCE CHART

	GROWTH & DEVELOPMENT	SUBSTANCE USE AND ABUSE	PERSONAL HEALTH PRACTICES	EMOTIONAL AND MENTAL HEALTH	DISEASE PREVENTION AND CONTROL
K	-Five senses -Match body part with each sense	-Definition of a drug -Medicines as drugs -Choosing not to smoke	-Eye protection -Eye function -Primary & permanent teeth -Care of teeth -Tooth decay -Toothbrushing technique -Individual health practices -Sleep, rest & exercise -Seatbelts	-Individual uniqueness & similarities -PSP to identify & solve problems -Main feelings -Awareness of feeling changes -Coping with feelings about death -Dealing with unpleasant situation -Emotional feelings associated with physical illness	-Prevention of spread of germs -When medicine should be taken
1	-Living & non-living things -Living things & growth -Identification of growth needs -How growth -Personal skills & abilities -Abilities of differently-abled people -External body parts -Organs and their functions -Body parts working together	-Definition of the term "drug" -Identification of drugs -Effects of alcohol use -Identification of alcohol & nicotine as drugs -Harmful effects of tobacco	-Habits -Good health habits -Exercise -Protection of self & others when ill -Health check-ups & illness prevention -Seatbelts	-Concepts of "same" & "different" -Four main feelings -Calming response -Identification of feelings -Alternative solutions & best decisions -Seeking adult assistance -Feelings accompanying growth, change & loss	-Appearance & behavior associated with wellness & illness -Factors changing health status -Symptoms of illness -Prevention of germ spread -Self help -Immunization -Communicable disease
2	-Growth mental & physical -Function & compatibility of the senses -Eye & ear development	-Medicines & other substances that contain drugs -Effects of nicotine -How nicotine enters the body -Effects of alcohol [illegible]	-Prevention of ear injuries -Hazardous situations to teeth -Healthy behaviors -Self-responsibility & health status -Influences on health status -Personal health care measures	-Feelings & thoughts help determine actions -Four main feelings & communication -Identification of associated feelings -Use of PSP -Recognition of norms for social behavior -3 D's for informing adults -Verbal/non-verbal skills -Brainstorming techniques	-Identification of eye problems -When medicine should be used -Exercise & proper food for health
3	-Characteristics of human beings -Function of the cell -Recognition of six body systems -Functions of nine body systems -Parts & functions of skeletal system -Muscle function	-Medicinal & non-medicinal drugs -Influence of drugs on body -Uses, tolerance & abuse of drugs -Reasons not to smoke -Alternative activities	-Exercise for muscle health -Health [illegible] -Plaque & the decay process -Periodontal disease & prevention -Fluoride -Oral hygiene -Positive health habits -Effects of inadequate sleep	-How feelings affect behavior -Calm breathing techniques -Recognition of other's feelings -Difference between body feelings and emotion -PSP / problem identification -Negotiation procedures -Influence of group norms on individual behavior	-Identification of communicable & chronic diseases -Health [illegible]
4	-Structure & function of skin, plasma, red blood cells, white blood cells, skeletal system, joints, muscles & digestive system -Fragility of life	-Definition of a drug -Effects of alcohol -Alcoholism, social drinkers & alcoholics -Warning signs of alcoholism -Coping with an alcoholic -Reasons why people smoke & its physical effects	-Teeth & their function -Tooth anatomy -Areas prone to decay -Prevention of tooth decay -Exercise & good health -Action plan for health goals -Reasons for drug use	-Understanding other people's feelings -Application of four kinds of control -Personal differences in reactions to situations -How feelings affect all aspects of life -Methods for handling stressful situations	-Diseases & tobacco use -Personal health goals
5	-Environmental requirements for life -Relationship between cells, tissues, organs & systems -Parts & function of nine body systems -How body systems work together -Physical & emotional changes of puberty -Structure & function of reproductive system -Parts of respiratory system	-Consequences of smoking -Problem solving & smoking -Social pressures to smoke -Advertising strategies promoting smoking -Resisting advertising pressure -Peer pressure -Strategies to say no	-Relationship between health & environment -Personal health practices -Implementing positive health practices -Personal health activities	-Four main feelings -Calm breathing techniques -How feelings affect action -Personal differences in reactions to situations -Actions & their consequences -Ways to cope with stress -Some situations that produce stress -Force field method -Four kinds of control -Negotiation process	-Diseases of respiratory system -Stress & bodily defenses against disease -Common communicable diseases -Immunizations -Prevention & control of communicable diseases
6	-New responsibilities & stress -Pulse rate & location of heart -Process of diffusion, filtration & osmosis -Main function of body parts -Egg & sperm as reproductive cells -Heredity & environment -Fetal growth & development	-Consequences of alcohol use & misuse -Pressures to use alcohol in society -Decision-making in alcohol situations -Peer pressure -Strategies to resist peer pressure -Strategy to resist alcohol advertising	-How feelings affect health -Components of a healthy lifestyle -Personal health practices -Personal habits & heart health -Personal health care activities -Personal strength, flexibility, lung capacity & cardiovascular condition -Personal action plan for health	-Mental health lifestyle -How feelings affect action -Calm breathing -Management of good & bad stress -Personal differences in reactions to situations -Negotiation process -Consequences of decision making	-Stress & effect on the body -Cardiovascular diseases -Heart & blood vessel diseases -Genetic diseases -Risk factors of cardiovascular disease -Prevention of cardiovascular disease

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MODULE NAME	UNDERLYING ASSUMPTIONS EMPHASIZED	CLASS PERIODS	RECOMMENDED GRADE LEVELS
Protecting Oneself and Others: Smoking, Drinking, and Drugs	There are some differences that are not healthy or respectable to tolerate. The aim of self-awareness is acceptance, not self-consciousness. Science and research contribute to our understanding of health. It is important to respect both our need for privacy and our need for a sense of community and continuity.	13-15	7-12
Preventing Injuries	Each of us can make a difference. It is essential to distinguish between what we can change and what we cannot.	7	7-12
Improving Health and Safety in the Workplace	Health is an important prerequisite for a happy and rewarding life. Everything we do or do not do is a statement of who we are. It is essential to distinguish between what we can change and what we cannot. It is important to recognize the fundamental social, cultural, and economic factors that affect health. There are some things we can do individually and some things we need to work on together.	5-6	9-12

POLICE DEPARTMENT
120 W. Michigan Ave
Lansing, Michigan 48933
(517) 483-4600 (TDD/Voice)

Charles Reifsnyder, Chief of Police

Senate Permanent Subcommittee on Investigations

EXHIBIT # 17

April 16, 1990

Senator Sam Nunn
United States Senate
Permanent Subcommittee on Investigations
Washington, D.C. 20510-6250

Dear Senator Nunn:

I would like to take my opportunity to address the Subcommittee as to how the Federal Government can better assist State and local authorities in dealing with our battle against illegal drug sales and abuse.

1. Anti Drug Abuse Act of 1988 Funding has been a great source of assistance to local governments who have been fortunate enough to receive grants. Unfortunately, the funding procedure requires local communities to meet the State of Michigan's criteria and additional governmental boondoggle procedures.. By utilizing the State as a "middle man" grants now require administrative costs at three different levels of government and the counter-productive paper requirements of each agency. Federal grants in the past have been successfully administered between local agencies and the Federal Government. A return to this practice would make more monies available and lessen administrative manhours.

2. Huge profits outweighing the potential of incarceration remains a key motive for continued controlled substance violations. Local governments utilizing State Forfeiture Acts are meeting with limited success. The successes are usually measured on what is seized at the time of arrest. Proactive investigations into the net worth of suspected drug traffickers are hampered by Federal and State restrictions placed on investment/lending institutions, Internal Revenue Service, and Corporations and Securities Commissions. The Federal Government's Cash Transaction Receipt (C.T.R.) requirement on any cash transaction of $10,000 of more was a step in the right direction. However, our police agency has never received information regarding the filing of a C.T.R. nor seen the results of an investigation based on the use of this excellent legislation. The entire money laundering issue needs a legislative boost to coordinate activities between Federal, State and Local authorities. Interaction through expanded computerization would certainly expand the capabilities of all investigating agencies.

3. The City of Lansing and the majority of Michigan cities with a population base of 50,000 plus are all experiencing the same major problems. Organized gangs from Detroit are sending dealers into smaller communities to distribute controlled substances. Federal Organized Crime Statutes are an excellent tool against these organized groups. The accessibility to the Federal

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System is very limited for local officers in our area. The City of Lansing does have a Federal Court, but does not have an Assistant U.S. Attorney. Additionally, Lansing does not have a D.E.A. nor A.T.F. office within the City. We do have an F.B.I. Office and have been very successful on several joint investigations. Joint investigations with D.E.A. and accessibility to U.S. Attorneys require a 160 mile round trip. Valuable manhours are consumed and avoided due to travel time loss. The Tri-County Area (Ingham, Eaton and Clinton Counties) Narcotics Team services a 500,000 population. Complete Federal policing services would greatly increase our community's ability to deal with drug problems.

Thank you for allowing me this opportunity to express my ideas for alternatives and assistance needed by our community to increase the quality of life within our neighborhoods. I believe that all three proposals are cost efficient in the long run and would reflect a true commitment by the Federal Government to assist local communities.

Sincerely,

Charles Reifsnyder

Charles Reifsnyder
Chief of Police

/pb

MICHIGAN STATE UNIVERSITY

COLLEGE OF SOCIAL SCIENCE • SCHOOL OF CRIMINAL JUSTICE
BAKER HALL

EAST LANSING • MICHIGAN • 48824-1118

March 19, 1990

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 18

Sam Nunn, Chairman
Permanent Subcommittee on Investigations
Committee on Governmental Affairs
United States Senate
Washington, DC 20510-6250

Dear Senator Nunn:

Thank you for inviting us to submit for the hearing record a written statement for the Senate Permanent Subcommittee on Investigations. Drug related crime is obviously a serious problem for the country. We hope the attached is useful.

Sincerely,

Robert C. Trojanowicz, Ph.D.
Professor and Director

RCT:as

Attachment

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Special Report
Prepared for Senator Sam Nunn

COMMUNITY POLICING: The Foundation of an Effective & Affordable National Drug Strategy

by Robert Trojanowicz, Director
Michigan State University, School of Criminal Justice &
The National Center for Community Policing

Synopsis: Community Policing continues to demonstrate remarkable success in helping the people who live and work in drug-infested neighborhoods reduce and control the host of serious problems that drug trafficking and drug abuse can cause. And in addition to providing immediate relief today, this decentralized and personalized form of policing also holds the promise of helping communities become more drug-resistant tomorrow.

A number of cities have therefore recognized the importance of making Community Policing part of a city-wide anti-drug strategy. Now Michigan has embarked on an ambitious pilot project designed to promote Community Policing as part of its state anti-drug strategy. The next logical and most crucial step is to ensure that Community Policing becomes part of our national anti-drug strategy, so that the dealers and abusers of illicit drugs have nowhere to hide.

Part I - The Impact of Illicit Drugs on Michigan's Criminal Justice System

Michigan's problems with illicit drugs run the gamut from the gun-wielding crack gangs in Detroit to the marijuana user growing a few plants for personal use in the Upper Peninsula. But it has been the spreading menace of crack that has threatened to overwhelm the already overburdened criminal justice system in the state.

It is with mounting concerning that we see drug arrests rising dramatically, yet all too often we have seen little relief on the streets in drug-infested neighborhoods. In fact, many communities that had previously seemed capable of resisting serious drug problems now find themselves besieged by the myriad of social ills that crack leaves in its wake: Dope houses and the crime and violence that they spawn.

Intoxicated, erratic, and potentially explosive addicts on the street, committing crimes to feed their drug habit. Crack-addicted babies whose future is, at best, uncertain. Families and communities in chaos.

In addition to the local, state, and federal criminal justice resources traditionally targeted to drug problems, Michigan has also embarked on an ambitious effort to increase prison space. As of January 1, 1989, Michigan had 27,582 offenders incarcerated in facilities designed to hold 22,000. To expand capacity, the state is constructing 14 new facilities, with 7,842 new beds, at a cost of $329,000, second only to California in planned expenditures to expand prison space. In addition to construction already underway, Michigan also plans to add another 2,452 beds to that total.

The money that Michigan receives as part of the federal War on Drugs has so far been used primarily to augment existing efforts - such as upgrading the state crime labs and expanding the number and scope of the Michigan State Police-supervised cooperative drug teams. While such efforts allow Michigan's criminal justice system to enhance existing efforts, the perceived need to do more to help people in drug-infested neighborhoods served as the impetus for the new **COPS Program (Community Officers Patrolling Streets)**, announced by Governor James Blanchard in his State of the State address.

Part II - A Community Policing Approach to Illicit Drugs

Like an hourglass, coca growers in Latin America funnel their raw material to the international drug cartels that process and ship 80% of their output to the United States, where it pours across the country in an ever-expanding flood, until the deluge finally threatens to inundate the people who live in crack-infested neighborhoods. For the past decade, the United States continued to aim the bulk of our law enforcement efforts at the top of our domestic drug pyramid.

We focused on interdiction, in the hope that we could interrupt the supply of illicit drugs before they reached the street. We also concentrated on arresting and imprisoning the so-called drug kingpins, in the hope that we could destroy their networks and deter others from filling their niche. And we invested in drug education and drug treatment to complement these efforts, by addressing the demand side, the drug users.

What we have come to recognize, however, is that current law enforcement efforts constitute only part of an effective overall strategy. We now see that unless we are able to do more to provide direct relief to the people who live and work in drug-infested neighborhoods, we threaten to undermine public confidence that the criminal justice system has a valid role to play in controlling the sale and use of illicit drugs, particularly crack.

The Michigan COPS program is a new pilot project designed to demonstrate that a Community Policing approach to drugs can provide that all-important balance required in a comprehensive, effective, and affordable statewide drug strategy. It rests on the belief that the police must become active agents in recruiting average people as partners in the process of helping to rid their communities of drugs today, and involving them in efforts to make their communities more drug-resistant tomorrow.

Community Policing is the first major police reform in a half-century, an attempt to reintegrate the police back into the communities that they are sworn to serve, by providing decentralized and personalized police service. The Community Officer, freed from the isolation of the patrol car and the incessant demands of the police radio, "owns" a beat where he or she can act as a community-problem solver. The philosophy and organizational strategy of Community Policing recognizes the importance of mobilizing the entire community to address problems of crime, fear of crime, drugs, and neighborhood decay, with the officer serving as a catalyst - and as a check against vigilantism.

While Community Officers are full-fledged law enforcement officers who make arrests, the job also demands that they explore creative efforts to solve problems in ways that need not always focus on arrest as the sole solution. Working together, people and their police have been able to "take back their streets" from dealers through a variety of creative strategies tailored to local needs and resources.

Community Policing has shown impressive promise in five basic areas:

Low-Level Drug Dealing - In neighborhoods plagued by open dealing on the street. Community Officers work with people on strategies to confront customers and dealers. The goal is to provide people both the training and protection that they need to help drive dealers from the community. In other places where dope houses are the major problem, Community Officers not only enlist people in efforts to drive them away, they follow up with city officials on using code enforcement to close existing houses and to tear down abandoned houses that all-too-often become new rent-free crack houses in the future.

Information and Intelligence - Preliminary research also indicates that a Community Policing approach to illicit drugs succeeds in generating information about drug-dealing far beyond what other more expensive and dangerous undercover operations can deliver. There are two kinds of people who knows about drugs in the community: the dealers and their associates who are often willing to kill to protect their secrets - and the law-abiding people who want to rid their community of drugs, but whose apathy, fear of relation, or traditional hostility toward police prevent them from sharing what they know. Only by maintaining the same officer in the same community every day can police departments hope to tap into this wealth of information that they need.

Targeting Drug-Related Crime - Communities that have problems with retail-level drug sales also suffer a predictable rise in drug-related crime - robberies, burglaries, prostitution. Because Community Officers have a long-term commitment to their beats, they can work with people in the neighborhood on developing creative strategies to bring these problems under control. This can mean using barricades and citizen patrols to reduce open prostitution. It can mean targeting places where stolen goods are fenced. Proactive efforts often include instructing individuals and business proprietors on how they can harden their homes and stores against crime.

Efforts Aimed at the Young - In addition to efforts that focus on short-term relief, Community Officers also target the young for special attention, particularly the juveniles at risk of becoming dealers or users, especially the dropouts no longer reachable through the schools. This can mean organizing self-esteem clubs, supervising first-time offenders in community beautification projects, confronting parents with their concerns and guiding them to appropriate help, and targeting runaways and other troubled youth for special attention.

Many long-range efforts include enlisting area businesses and institutions in concerted efforts to provide activities designed to help keep juveniles drug-free. By providing young people attractive alternatives to drugs, the officers also have the opportunity to serve as positive role models for youngsters.

Making Communities More Drug Resistant - Crime and drugs breed in neighborhoods that are visibly on their way down - we see that neighborhood decay acts like a magnet for crack.

By empowering average citizens, Community Policing offers people the opportunity to turn their communities around, to reduce the social and physical disorder that sends the message that the people who live there don't care.

Many efforts do double-duty by involving youngsters in efforts to clean up their communities. The end result is not only an improvement in the overall quality of community life, but these projects provide young people an opportunity firsthand to learn the virtues and satisfaction of hard work. Many Community Officers have been extremely successful in enlisting area businesses to provide rewards for youngsters willing to labor to make the neighborhood look better.

One enterprising Community Officer secured donated paint that his young charges used on weekends to paint the dilapidated homes of the elderly and infirm. Those who participated in the project could choose a basketball or soccer ball provided by an area sporting-goods dealer. And the project also helped promote community cohesion and a renewed community spirit.

Part III - Opportunities Afforded by a National Community Policing Anti-Drug Strategy

Communities whose police departments have experimented with Community Policing in drug-infested neighborhoods almost always quickly recognize the importance of expanding the initiative city-wide. One reason is because Community Policing is so popular. In addition to being a potent new weapon in the War on Drugs, it is also a better way to deliver police service to the community in general. People not only recognize Community Policing's abilit to help them solve local problems, but they also appreciate and enjoy being part of the police process. Research confirms that Community Policing reduces fear of crime, which traps people in their homes, and it also increases their overall satisfaction with the police, as it helps to reduce racial tensions, potentially defusing the threat of civil disturbance.

Cities also find themselves pressured to expand Community Policing city-wide because its success in driving dealers away from troubled neighborhoods can mean that unprotected areas then find themselves the new target. The goal therefore is not to displace one area's drug problems to another site, but to adopt a comprehensive plan to help the entire city solve its drug problems.

Advancing that logic one step further, Michigan's new COPS program is intended to provide a model that communities throughout the state can adopt. The goal is to include Community Policing as part of a statewide anti-drug strategy so that drug dealers and drug abusers understand that the entire state will not tolerate illicit drugs.

The next and most important step is to ensure that Community Policing becomes the prevailing mode of policing nationwide. The mission of the National Center for Community Policing is to provide the research, assistance, and information required to make Community Policing part of our national anti-drug strategy. The Center provides the theoretical analysis of Community Policing's potential, as well as the practical advice that police departments; federal, state, and local officials; community leaders; and academics and researchers need for this approach to fulfill its potential in helping to address grass-roots drug problem in the community, where supply meets demand.

Included as enclosures are two copies of our Footprints newsletter, detailing how Community Policing can make a positive contribution to law enforcement's role in the War on Drugs. Also enclosed is a recent editorial on the new COPS program produced for the Detroit News. The new book, **Community Policing**, includes two important chapters on drugs. The brochure on the upcoming conference on Community Policing & Drugs illustrates the many ways in which this new approach makes a unique contribution to anti-drug initiatives.

APPENDIX

The Mission of the National Center for Community Policing

The National Center for Community Policing is committed to helping the Community Policing movement fulfill its potential in becoming the prevailing mode of policing nationwide. The Center conducts research nationwide on how Community Policing can maximize its contribution in combatting the many problems that illicit drugs cause. Through training and technical assistance, the Center provides communities direct assistance in initiating new efforts. Its on-going efforts to evaluate and analyze existing efforts contribute to developing a model for others to use. The Center also serves as a national and international clearinghouse, disseminating the latest information to public policymakers and the media in an effort to educate everyone about Community Policing's potential.

To realize its full promise as part of a national anti-drug strategy, Community Policing must make the crucial transition from being an encouraging new trend to becoming the way that all police deliver service to their communities. The Center is currently in the process of securing the funding required to help make that goal a reality. The following is a brief overview of current efforts and plans for the future:

Research Sites - The National Center for Community Policing recently submitted a proposal for funding to the National Institute of Justice to continue and expand its research on how Community Policing can impact drugs at various sites nationwide: Aurora, Colorado; Alexandria, Virginia; McAllen, Texas; and Lansing, Michigan.

The next phase requires securing the resources needed to add additional sites, such as Tampa, Florida, which has adopted a new city-wide QUAD program that has made remarkable strides in reducing the city's drug problems. We also hope to attract funding to invest in new research efforts in major cities, specifically in:

o New York City, where Police Commissioner Lee Brown, a pioneer in Community Policing, has vowed to expand that city's Community Policing efforts.

o Houston, Texas, where Chief Brown established the Community Policing legacy that new Chief Elizabeth Watson inherits and promises to maintain.

o Philadelphia, Pennsylvania, where Police Commissioner Willie Williams is eager to expand the department's Community Policing focus.

The Michigan COPS Program - Michigan State University's School of Criminal Justice and the National Center for Community Policing provided assistance to the State of Michigan in developing the new COPS program. We will continue to work with state drug czar Donald Reisig and Louis Glazer of the Neighborhood Builders Alliance on conducting the research and evaluation that will allow us to produce a model that can be adopted statewide, if the pilot program proves successful as anticipated.

Providing Information, Training, and Technical Assistance Nationwide - To promote Community Policing as part of our national anti-drug strategy requires acquiring new funding to enhance our current outreach efforts. The Center currently produces a newsletter on Community Policing, called Footprints, three times a year, and we publish additional booklets in the Community Policing Series, as funding allows.

However, as the information from the research sites and the COPS program begins to flow in beginning this summer and fall, we have identified an obvious need to expand our dissemination efforts. We are looking for funding to produce the newsletter more frequently and publish at least 10 new booklets in the Community Policing series during the next two years. We also hope to find the money to produce a series of videos that police departments, city officials, and community groups can use when they plan or launch new efforts.

We also anticipate the need to provide greater assistance to the media, so that they can help educate the general public about what Community Policing can do. We are currently seeking funding to expand our ability to issue news releases and provide background information to local, state, and national media interested in telling their audience about this new movement.

As the number of communities adopting Community Policing continues to explode, we will also need additional funding to provide training and so that staff can make technical assistance visits. There is still substantial confusion concerning how best to launch new Community Policing efforts. Through the work done at the Center, we have developed a roster of specialists who can help communities inaugurate new efforts in ways that dramatically improve their chance of success, by avoiding common pitfalls.

Despite the lack of adequate and sustaining funding, the National Center for Community Policing has contributed to the dramatic growth of the Community Policing movement. But as this approach continues to demonstrate its remarkable ability to help communities fight drugs, we recognize that our ability to do all that should be done is rapidly outstripping our financial resources.

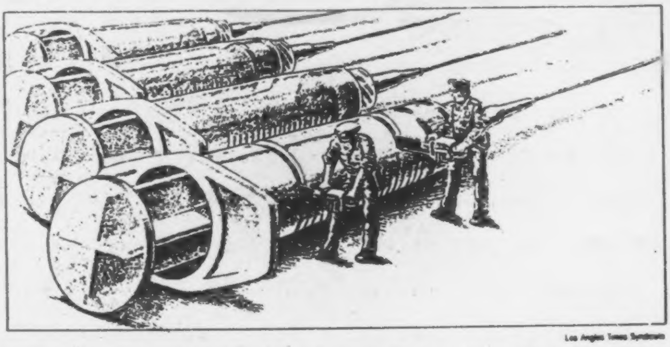
We have produced and would be happy to share our comprehensive and detailed projection of the things that we can do and hope to do to make Community Policing our country's first-line defense against the threat of illicit drugs during the next decade. What is required now is securing the resources necessary to allow Community Policing make the transition to becoming an integral part of our national anti-drug strategy aimed at drug-infested neighborhoods, where supply meets demand.

Detroit News 1-25-90

Comment

A Community Approach to Fighting Drugs

By Robert Trojanowicz and Bonnie Bucqueroux



Los Angeles Times Syndicate

We rely on local police to provide help in controlling the sea of drug problems flooding our city streets and spilling into our suburbs and rural areas.

Police departments have yet to stem the tide, but the challenge escalates when they are increasingly asked to do more with less. In Detroit, where illegal drugs reportedly generate a billion untaxed dollars each year, Mayor Coleman Young recently announced that the impending budget crunch will require laying off 500 police officers, 13 percent of the current force.

Meanwhile, in his State of the State message, Gov. James Blanchard announced a new two-year, $4.2-million pilot project called COPS — Community Officers Patroling Streets — as a way to provide neighborhood groups their own foot patrol officer to help them battle drugs at the street level. Arresting the Mr. Bigs in the big-money drug trade is an important part of an overall anti-drug strategy, but the COPS plan recognizes the need to balance those efforts by aiming law enforcement at the base of the drug pyramid as well, in the neighborhoods where so many people suffer.

COMPARED WITH the massive $60 million shortfall that Detroit may face by summer, the relatively few new state dollars for COPS may seem like too little, too late to help Detroit. Yet the purpose of COPS is not to substitute state dollars for city revenues, but to provide an economic incentive to encourage local police to adopt a community policing approach against drugs.

Like *perestroika*, community policing rests on the belief that achieving meaningful victories in the War on Drugs requires restructuring traditional police departments. The COPS plan, as administered through the Neighborhood Builders Alliance, puts community officers on foot into the same neighborhood beats each day, so that each officer's impact can be multiplied — for free — by enlisting the active support and participation of the people in the community willing to help.

COPS makes Michigan the first state in the nation to offer a comprehensive plan to provide an all-important missing piece in the drug puzzle: the opportunity for concerned citizens and law enforcement to work together on the short-term goal of disrupting and reducing street-level drug dealing, where supply meets demand, and on the long-term goal of making communities more drug-resistant.

To qualify for COPS, a neighborhood group and the local police department must develop an initial plan of action to bring the immediate drug crisis under control. While the community officer's visible presence can help deter open dealing, local residents must demonstrate their willingness to become involved.

WE CANNOT be considered totally objective commentators on the proposal, since MSU's School of Criminal Justice is slated to assist in training and in evaluation to determine what works and what doesn't. But our enthusiasm in promoting community policing results from the encouraging findings gathered from police departments that have already used the approach.

From a community policing initiative in Wisconsin, we learn that holding Neighborhood Watch meetings outside known dope houses can succeed in scaring away enough customers that the dealers close up shop and leave.

A community policing initiative in Florida demonstrated the wisdom of combining the carrot with the stick. Officer Dan Reynolds personally confronted known dealers and warned them that they had a choice — he'd help them find a job or he'd find a way to bust them. To live up to his promise, Reynolds tapped area businesses to provide lists of jobs available, and he enlisted public and private professionals to teach job-hunting skills.

In Edmonton, Canada, foot patrol officers use city codes to close problem bars plagued with open dealing. Community officers often serve as the community's ombudsman to city hall, prodding officials to tear down immediately any abandoned building that serves as a rent-free dope house. Officers can also educate absentee landlords about how to do a better job screening tenants. To reduce drug-related crime, sometimes the best answer is to cut red tape so that addicts receive appropriate treatment fast.

PLACING A creative community officer directly in the community provides a new way to work with high-risk youngsters, including dropouts who can no longer be reached through drug education programs in school. When Sgt. Jowanne Barnes-Coney walked a beat in Flint, many of the kids she befriended eventually trusted her enough to identify their peers who were experimenting with drugs, or who boasted about wanting to be a dealer someday. She followed up by talking to the kids, warning their parents and linking troubled families to counseling services. She also helped organize a drug-free rally and teen clubs to help boost the youngsters' self-esteem as ways to help them just say no.

In Windsor, non-violent, first-time juvenile offenders are routinely sentenced to community service under a community officer's supervision. The kids are usually put to work on projects to beautify the area, which allows them to experience the satisfaction of a job well done, while it encourages them to see that they, too, have a stake in the future of the community.

Community officers can also make a uniquely valuable contribution in gathering information. When people and their police are strangers, the caller reporting a crack house is too afraid to leave his name — and the officer fielding the call never knows whether the caller's a crank or someone with a grudge against a neighbor. A "beat cop" knows everyone and everyone knows him. Many departments report that their community officers generate more and better information than dangerous undercover operations, which translates into building cases that stick.

The COPS plan also recognizes that the real goal is not only to keep racking up more arrests, but to solve the problem. The goal today is to close the crack house on the corner. The goal tomorrow is to make sure that no one else opens up shop. But the ultimate goal of COPS, which is slated to begin this summer, is to develop a model so that someday every neighborhood in Michigan is so drug-resistant that users and dealers find that there's nowhere to hide.

■ *Robert Trojanowicz, director of Michigan State University's School of Criminal Justice, and his associate Bonnie Bucqueroux are completing final arrangements for the national conference on Community Policing & Drugs that will be held at MSU's Kellogg Center, April 9-10.*

MICHIGAN COMMUNITIES IN ACTION FOR DRUG-FREE YOUTH

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State Network Director
ANN HANSEN

Senate Permanent Subcommittee on Investigations

EXHIBIT # 19

UNITED STATES SENATE

PERMANENT SUBCOMMITTEE ON INVESTIGATIONS

STATEMENT BY ANN HANSEN, STATE NETWORK DIRECTOR

MICHIGAN COMMUNITIES IN ACTION FOR DRUG-FREE YOUTH

BIRMINGHAM, MICHIGAN

APRIL 3, 1990

Thank you for the opportunity to submit written testimony to the United States Senate Permanent Subcommittee on Investigations.

I am Ann Hansen, Network Director of the Michigan Communities in Action for Drug-Free Youth (MCADY) and I am proud to share with you the purposes, goals and accomplishments of our grass roots anti-drug efforts. MCADY is a nonprofit statewide advocacy organization that provides guidance and leadership to volunteer parents, students, schools and community groups.

Rather than presenting testimony about drug related crimes or statistics regarding regular drug usage in Michigan, I will tell you about MCADY as we represent the collective voice of the parents movement. As volunteers we are all working at the grass roots level toward the goal of no use of alcohol and other drugs by underage youth and for a drug-free America.

Please allow me to share with you the current threat to our organization -- a threat with serious ramifications as we are a part of a 50 state network. The Office of Substance Abuse Services (OSAS), Michigan's single state agency, has demanded that MCADY become a licensed agency in order to continue assisting in the mobilization of parents and families to help fight illegal drug usage.

As you know, the federal government has pledged to remove barriers and thus encourage community-based participation in the War on Drugs. An issue such as mandatory licensing of volunteer groups could undermine our strength, and even foreshadow an end to the parent movement. MCADY feels strongly that licensing is an attempt to thwart our program, hamper our funding and ultimately our ability to advocate our philosophical position on important anti-drug issues. Licensing would mean additional paper work, fees, credentialing as well as on-site inspections - in short the loss of autonomy which is vital in sustaining our momentum and the spirit of volunteerism.

Since its inception in March 1984, MCADY has been recognized as a state network of the National Federation of Parents for Drug-Free Youth (NFP) for the purpose of helping communities maintain parent groups and task forces and to provide technical assistance to newly emerging groups. MCADY was the first of its kind in Michigan to serve as a link in the national parent movement network under the umbrella of NFP, The Parents Resource Institute for Drug Education (PRIDE), Just Say No International and Families in Action, Inc.

An example of a national parent movement project which MCADY promotes is Safe Homes. This program is based on the idea that the most effective way to stop a child from using alcohol and other drugs is to influence his or her friends from using them. When parents, as positive role models, join together to take a united stand against underage alcohol and other drug use, they become much more informed and effective then if each acted separately. In Michigan many individual communities and schools have implemented the Safe Homes program, which was originally conceptualized in New Jersey.

There is an increasing number of parent/youth/community coalitions throughout the state and MCADY stands ready to help guide, enhance and represent these groups. We provide a resource center, 800 Michigan help line, an annual state conference for youth and adults, newsletters, a National Red Ribbon campaign, assistance to the Michgian Department of Education with the U.S.D.E. Drug-Free School Recognition Program and Regional Directors throughout the state. (Our regions are aligned geographically with OSAS's 18 coordinating agencies.)

MCADY adheres to a non-judgmental philosophy as we advocate for prevention programs through a strong, clear no unlawful use of drugs message, education on the health hazards of marijuana use and a non-legalization stand. MCADY uses the NFP Drug-Free Family Wheel as a basis for mobilizing community partnerships and strengthening the volunteer grass roots parent network. We believe that strong, knowledgeable, caring families working in concert with schools, service and religious groups, media, law enforcement, medical and health professionals is the best way to help our youth choose to be drug-free. MCADY has the dedicated commitment to drug-free ideals of 13 Board of Directors and 15 Advisory Board members and a list of identified support organizations throughout the state.

DRUG-FREE AMERICA

MCADY started with an ACTION grant and has since been funded through grants from corporations, foundations and memberships. A second ACTION grant was awarded to MCADY following of supplemental funds and OSAS grants since 1985. It is the concensus of MCADY's Board that our organization should be able to continue to access governmental funds allocated to states for community based anti-drug programs.

Enclosed is a licensure position paper which was adopted unanimously by the MCADY Board of Directors and written testimony prepared for Representative Hertel's hearing in Lansing, Michigan by Mary Harpstead, a MCADY Board member.

In the War on Drugs, the parent movement is truly an exemplary national treasure which merits the support of all levels of government and communities. Volunteer organizations such as MCADY are essential to our nation's goal of a Drug-Free America. Together we can make a difference!

I commend you for your vision and leadership and appreciate the invitation to present this testimony.

Respectfully submitted,

Ann Hansen

Ann Hansen

gvs

Date: April 3, 1990

A brief overview of why I, Mary Harpstead, as an R.N., a parent and caring person am concerned about the direction of the present OSAS prevention strategy.

In 1979 one of our sons was a poly-drug user. He was successfully treated for chemical dependency in Minnesota. Today, he is drug free, although several of his friends are not. After treatment, I was disturbed by what the use of marijuana had done to him physically and mentally. I began an intensive search of medical and scientific literature.

In December 1981, my husband and I, together with other concerned parents were invited by OSAS to meet with a federal fact-finder regarding chemical dependency treatment in Michigan.

In June 1982, at the invitation of NIDA, I attended with three other parents and four OSAS professionals the Central Regional Collaboration Workshop in Des Moines, Iowa devoted to adolescent chemical dependency.

In 1983 I attended a regional workshop in Indianapolis devoted to adolescent alcoholism.

In 1983 I successfully passed the Michigan Apprentice Counselor exam.

In 1984 I joined MCADY, the first Michigan grass-roots organization devoted to drug free youth. I am a charter member of the National Federation of Parents for Drug Free Youth. I have been a member of PRIDE, Parent Resource Information on Drug Education for almost ten years. I have read many of the annual PRIDE conference proceedings.

In my association with OSAS during these almost ten years the main OSAS focus has appeared to be alcohol and addiction

At the Des Moines Conference in 1982 we heard NEW information, i.e.

1. A mother would not hesitate to get a blood sugar done if she suspected her child had diabetes, and should not hesitate getting a medical opinion if she suspects substance abuse. Lab work can identify drug use.
2. Intervention must be forceful.
3. Loss, there is so much NORMAL pain in adolescence it is hard to make teens realize "loss".

4. Emotional growth stops when a child begins using chemicals.
5. Adolescent sexuality is tied to the use of drugs.
6. No-one in the addiction field feels that a user "wants" to come to treatment and research confirms this. Those patients sent by courts/ parents/schools have as good a chance at recovery as those who appear to come on their own. (Remember these statements were made in 1982)

Every program I have attended these past ten years, including a high level State Department conference held in Washington, D.C. in 1986 have indicated our maine problem today is ILLEGAL DRUG use which includes marijuana. Marijuana is a fat held chemical and is stored in the body tissue. Marijuana is particularly damaging to the immature body.

In 1980 I received information on marijuana from OSAS. Last month, ten years later, I received the same identical material.
In 1983 when I took the apprentice counselor exam there was no demographic I.D. for nurses. I was told by the OSAS rep that nurses are not counselors. Yet in Minnesota which has been a leader in the field of Chemical Dependency the adolescent programs are medical models - staffed with R.N.s also on staff.
Last year I received a communication from the Prevention Network, an arm of OSAS, that there is no good information on marijuana for the general public so P.N. would continue to devote its time and money to alcohol prevention.
In the current 1989-1990 goals for OSAS no mention is made of marijuana although focus is on alcohol and cocaine. Coke users almost without exception began their illegal drug use with marijuana. Marijuana is the entry drug into the illegal drug scene.

I wonder how the recent measles epidemic scare at MSU would have gone if the focus had been placed only on the person who had measles. If prevention in an epidemic is to be successful it must be specific. It would not have been helpful if at MSU the students had been innoculated with polio vaccine, for example. Nor is it helpful to treat measles as most parents treat chickenpox, allowing exposure so they get the disease over with sooner. Certainly some of the treatment care is similar, but the prevention is not.

Prevention of todays illegal drug epidemic must include:

1. Specific current information on marijuana such as Dr. Robert Gilkeson's

tape, Marijuana, Myths and Misconceptions . Marijuana is a fat held chemical similar to DDT and PCBs. It is a very complex structure with over 420 chemicals identified as opposed to alcohol which is a simple, water soluable drug. Marijuana is stored in the body tissue, particularly the brain and gonads. Marijuana diminishes male and female reproductive hormones. Marijuana damages the immune system. Use of marijuana can precipitate underlying psychoses. Marijuana damages the value systems so that users can lie, steal, etc. without feeling guilt. They feel no remorse for their actions. Marijuana distorts perception and eye-hand coordination. Because marijuana is fat held, treatment, will of necessity, have to be longer. The THC metabolites can be traced in body fluids up to six months after regular use.

2. Adolescence as a growth period must not be confused with the maturity of an adult alcoholic - treatment must be both age and drug specific.
3. All prevention and treatment strategies must include the family. In these past ten years I have interacted with many families in a local Families Anonymous [illegible] If a family has a drug using adolescent the family BECOMES dysfunctional. Yet at Gateway, an OSAS supported facility, the treatment is only for the youth, the family is excluded, and then the treatment is only if the youth wants it.
4. Prevention must encourage the use of chemical analysis in the diagnosis of Chemical Dependency. Chemical analysis must also be used during treatment and aftercare. Again, it is similar to diabetes, one would not presume to know the blood sugar level without a test.
   Without testing body fluids for marijuana we can not say for sure if marijuana is implicated in automobile accidents. A recent federal study of fatal truck accidents, where blood chemistry examinations were performed at autopsy, reported an astonishing high level of marijuana use.
5. We must begin to ask the right questions. In my association with families of drug using teens I know of no case where the youth was not a poly-drug user, having begun his drug use with marijuana and alcohol. However, the records of admissions to treatment programs in Michigan do not have marijuana listed.

We must remember as the late Dr. Nils Bejerot of Sweden stated we are now dealing with the EPIDEMIC type of addiction. We are not dealing with the CULTURAL addiction, such as we see in adult alcoholism. We are not dealing with the THERAPEUTIC addiction seen with the morphine addicted, dying cancer patient. Nor are we dealing with PROFESSIONAL addiction of the doctor or nurse, who is addicted because of the availability of addictive drugs. Dr. Bejerot said with EPIDEMIC addiction everyone in a community is at risk, if they know a user. (Just as every person who comes in contact with a measles patient is at risk.) Our official rhetoric can no longer be "The casual user is not our concern, only the addicted persons are." All segments of our society must give youth a clear NO_USE message tied to a health issue. As Dr. Heath of Tulane Medical school said, "The facts should be out - marijuana damages the brain." OSAS should take the leadership role - not frustrated parents who have witnessed damage to their children.

As in any epidemic the prevention, treatment, diagnosis and aftercare must be specific to the disease. This epidemic in 1990 is chemical dependency of illegal drugs, including marijuana.

MICHIGAN COMMUNITIES IN ACTION FOR DRUG-FREE YOUTH

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RESOLUTION ON LICENSURE

WHEREAS, Michigan Communities in Action for Drug-Free Youth (MCADY) is dedicated to the goal of drug-free youth;

WHEREAS, MCADY, founded in March 1984, was the first grass roots network and resource center in Michigan recognized to represent the national parent movement as originated by Parent Resource Institute for Drug Education (PRIDE) and the National Federation of Parents for Drug-Free Youth (NFP);

WHEREAS, MCADY serves as liaison to the national parent movement network of 50 states, U.S. territories and many foreign countries;

WHEREAS, MCADY stands with the PTA and all of its chapters, Elks and all their lodges, NFP and all of their affiliates, PRIDE and all of their affiliates throughout the United States and the world and with the many other states and national organizations that promote only those programs with a clear no unlawful use of alcohol and other drugs;

WHEREAS, The groundswell of the parent movement started in 1977 has brought forth and empowered thousands of volunteers to serve as catalysts for communities and this vital momentum must be encouraged at all levels;

WHEREAS, As part of this national movement, MCADY's mission is to help start and maintain grass roots parent/community/youth groups throughout the States;

WHEREAS, Intrinsic to MCADY's goal is dedication to its philosophy of no unlawful use of alcohol and other drugs;

WHEREAS, State licensing is designed to protect the public from danger. MCADY fails to see how its organization of responsible citizens addressing the national crisis of drug use by young people in communities represents a critical societal threat;

WHEREAS, President Bush has called for all citizens to get involved in the War on Drugs; MCADY should be entitled to access, without restriction, those public funds designated for grass roots volunteer/prevention efforts;

WHEREAS, Grass roots volunteers in a democracy have the constitutional freedom to work for awareness and change in societal values unhampered by government intervention;

RESOLUTION ON LICENSURE cont.

WHEREAS, State government agencies mandated to help stop the drug epidemic should encourage and remove roadblocks to grass roots citizen participation;

WHEREAS, Any licensure of MCADY would, for reasons of consistency, have to also apply to all state organizations who carry out similar drug awareness activities, such as MADD, PTA, Medical and Legal Auxiliaries, Elks, Lions, Junior League and the DARE program; therefore, be it

RESOLVED, That while MCADY wishes to cooperate with our Single State Agency, MCADY rejects any attempts to require a license for MCADY and/or other state and local volunteer parent/community/youth/civic groups involved in education and awareness programs to prevent the unlawful use of alcohol and other drugs.

APPROVED: December 6, 1989

BY: Board of Directors
Michigan Communities in Action for Drug-Free Youth (MCADY)

gvs

Senate Permanent Subcommittee
on Investigations
20

STATEMENT OF
EDWARD J. OVERSTRET
ASSOCIATE EXECUTIVE DIRECTOR
BOYSVILLE OF MICHIGAN

March 19, 1990

This written testimony is submitted by Boysville of Michigan in response to the Committee's resquest for statistical, programatic and anecdotal data correlating substance abuse with juvenile delinquency.

Boysville is Michigan's largest private agency serving neglected, abused and delinquent youth and families. Boysville's program continuum varies in content and intensity according to the needs of its client. This continuum ranges from preventative services to a highly structured residential program.

Boysville serves over 700 youth and their families in fifteen locations throughout Michigan and Ohio. These diverse programs include group homes, foster care, in-home services and also an assessment/detention program which serves Wayne County. The Wayne County population accounts for over 60% of Michigan's adjudicated delinquents.

Other Boysville programs are located in predominately white, middle class suburbs and in rural, blue-collar communities. Boysville's in-patient substance abuse program for indigent adolescents is located in Toledo, Ohio, a city whose residents feel victimized by Detroit crime.

Boysville has been able to access and respond to the diversity and changing needs of its clients through ongoing research and evaluation. Boysville's Department of Research and Evaluation collects and analyzes client data processed by a fully computerized management information system. This research data strongly suggests a definite correlation between its clients and substance abuse.

The Anti-Drug Act of 1988 (P.L. 100-690) defines youth at high risk for substance abuse as:

> any individual who has not attained the age of 21 years, who is at high risk of becoming or sho has become a drug abuser or an alcohol abuser and who:
>
> 1) is identified as a child of a substance abuser;
> 2) is a vidtim of physical, sexual, or psychological abuse;
> 3) has dropped out of school;
> 4) has become pregnant;
> 5) is economically disadvantaged;
> 6) has committed a violent or delinquent act;
> 7) has experienced mental health problems;
> 8) has attempted suicide;
> 9) has experienced long-term physical pain due to injury; or
> 10) has experienced chronic failure in school.
> (Sec. 509A(f); P.L. 100-690)

Of Boysville's 1989 population of 736 youth:

- 45.9% responded in a survey that family members used drugs not given by a physician (these self-reports are considered very low estimates of actual substance abuse in families);
- Over 58% of the boys and 85% of the girls were victims of physical and/or sexual abuse;
- Over 48% were not attending school prior to placement;
- 15% of the girls experienced pregnancy;
- 67% reside in areas of Wayne County in low-income, single parent households;
- 70% were referred from the juvenile justice system for having committed a felony or other delinquent act;
- 15% had been in-patients in a mental health facility; 4% were taking medication to control their behavior when admitted to Boysville; 22% were certified as being emotionally impaired, learning disabled or educably mentally impaired.

Further analysis of Boysville's client data pertaining to substance abuse reveals that between 1986 and 1989 there was a 958.3% increase, or 9.5 times as many Wayne County youth who were adjudicated for one or more drug related felonies.

Wayne County statistical data further confirms the alarming increase in drug related crime among juveniles. In 1988, Wayne County reported that 116 (15.8%) of the 734 youth newly committed to the Michigan Department of Social Services (MDSS) were adjudicated for the felony of "Violation of the Controlled Substance Act" (VCSA), which includes possession, manufacture, and/or delivery of less than 649 grams. In 1989, 239 (27.9%) of the 856 newly committed youth were adjudicated for the same offense. This represents a 76.6% increase in this drug related felony in one year.

Boysville translates the escalating problems of substance abuse and delinquency into symptomatic outcomes of escalating, multiple family problems. Therefore, Boysville's response to substance abuse includes a comprehensive assessment and treatment program involving the entire family. This approach examines the youth's total lifestyle and the etiologic factors which have influenced his/her disfunctional behavior. Boysville's treatment staff, who receive continual, updated training from Boysville's Office of Clinical Staff Development, incorporates Structural Family Therapy, Reality Therapy and Positive Peer Culture in the treatment process. Environmental factors such as economics, education, physical and mental health, along with substance abuse risk factors such as availability, accessibility, legal and social sactions are examined with emphasis on consequences and alternative behaviors.

Boysville's treatment methodology is effective.

A Detroit Free Press article (3/15/90) featured "Tony", an admitted 18 year old crack dealer who is currently placed in a Boysville residential program. Tony, whose mother was a drug addict, began abusing alcohol and drugs at age 12 and was forced to deal in order to support their habits. Tony dropped out of school, began carring a gun, and perpetrated assaultive acts before being apprehended. Tony is now attempting to dissuade other youth from similar experiences by publishing his life story (appendix A).

Tony's continued success will not end abruptly with his release from Boysville., Boysville's ability to network community resources promises greater success for it clients. This networking involves the family, education and/or employment, health services, recreation, and local support groups, such as Alcoholics Anonymous. Contact with the state caseworker and/or probation officer also assist in the youth's readjustment.

To remain abreast of the problems, resources, and policy affecting youth and families, Boysville also networks state and national coalitions. These groups and organizations provide a forum for an exchange of new ideas and information which contribute to improved child welfare services. Boysville has volunteered staff and resources to public and private projects such as the Child Welfare League of America's AIDS committee, the National Committee on Juvenile Justice, the Michigan Juvenile Justice Alternatives Committee, and has coalesced with other agencies in designing and implementing innovative programs, such as its Toledo, Ohio in-patient substance abuse program for indigent youth. Boysville further advocates for greater public funding to be allocated for substance abuse education and prevention.

Public and private research has acknowledged that neither substance abuse nor delinquency can be contained by the solitary efforts of our law enforcement agencies. The exponential rates by which these problems are increasing, simultaneous with the expansion of the federal and state prison systems, supports the need for earlier interventions.

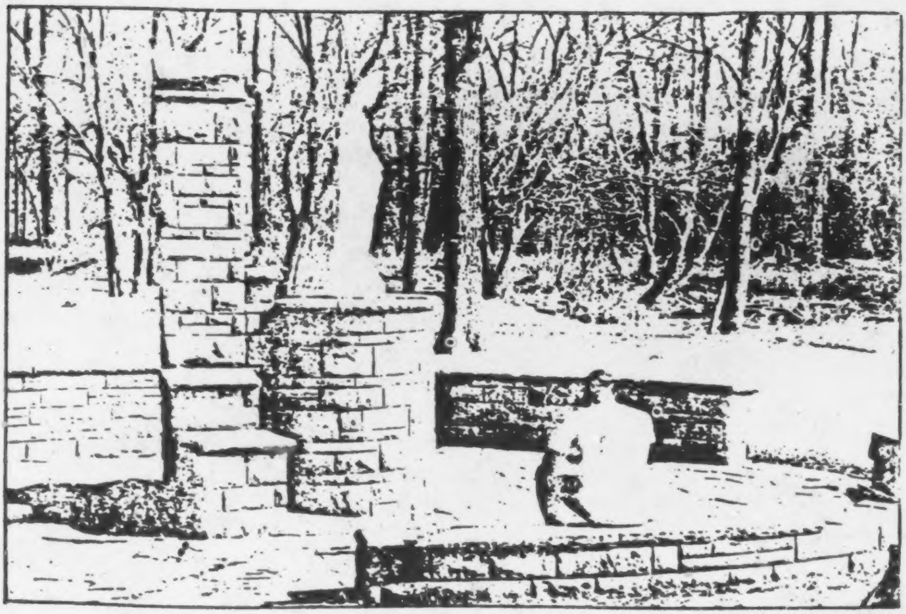
While public dollars are becoming available for substance abuse treatment, education and prevention access to these dollars is oftentimes circuitous. Therefore, in addition to increased funding, Boysville recommends that the federal government coordinate its departmental efforts to communicate the availability of funding to the private sector.

Boysville further recommends that the federal and state governments assist in the dissemination of data describing model programs that work. This dissemination can be accomplished through such agencies as Children and Youth Services and the Office of Criminal Justice. Model programs can be implemented by public and private human service agencies, with the ultimate benefactors being drug-free youth.

We at Boysville of Michigan thank you for the opportunity to contribute to this Hearing.

Sincerely, Edward J Overstreet

Edward J. Overstret, Associate Executive Director
Boysville of Michigan



CRAIG PORTER/Detroit Free Press

Tony, a former drug dealer, is in Boysville, where delinquent youths are confined.

Meet Tony the dealer — he's nowhere

DR. LOUISE REID RITCHIE

Drug wars

Drive 40 miles west from Detroit, through Saline (population 7,300) and meet a teenage crack dealer.

Turn left at the blinking yellow light, follow 10 miles of narrow roads past isolated farmhouses and fields with stubbled cornstalks, turn right and enter Boysville, where delinquent youths are confined.

Meet Tony, a teen with rounded features and narrow eyes who asked to meet a reporter so he could tell people not to do what he did. Tony sold drugs.

His power trip brings long days of confinement

Listen to what he says. Look at the way he's living now. And learn what he wants to share by telling his story: Drug dealing is not what it's cracked up to be.

Tony — that's his nickname — thought he was a big man once, involved in what he thought was romantic and attractive. It may look like the drug trade is lucrative, he says. In the short term you have attention, power over people, money. In the long term, you're nowhere. Tony's the proof. Today he's illiterate, has few hopes of a decent job. He has dreams, but because of his history, he has limited options.

Why did he start? For th power, says the 18-year-ol whose slender arms onc clutched a 12-gauge shotgun a he stood guard in Detroit crac houses.

"When you're selling," To says, "people look up to you a say, 'He rules the neighborhoo

See RITCHIE, Page 2C

Detroit Free Press
March 14, 1990

Ex-drug dealer has message: 'See what happened to me'

RITCHIE, from Page 1C

Don't mess with him.' " While he talks, Tony places manicured fingertips against manicured fingertips, the gesture of a youth wanting to seem in control.

"I wanted that image, that tough man image," he says.

He tonelessly describes smoking weed and drinking beer at age 12. After enough kids asked him where to score some "bud" — marijuana — he accepted a young friend's invitation to "roll." So Tony started rolling, selling drugs to friends and to his drug-addicted mother, who stayed down the street from where he lived with his grandparents. Sometimes he even dealt drugs from his mother's house.

> **Tony started selling drugs to friends and to his mother, who stayed down the street from where he lived with his grandparents. Sometimes he even dealt drugs from his mother's house.**

"I'm going to play football," he'd tell his grandparents. Then he'd sneak behind their house, reach under the porch, grab his gun and start hustling.

Sundays, Tony says, he would come home at 4 a.m., red eyed, hung over from Jack Daniels. Later, during the church service his grandparents made him attend, he'd complain that he was sick and try to sit next to a cousin too young to notice his boozy breath.

He says his grandparents guessed what was wrong. "Tony, you're dealing," they'd say.

"No, I'm not," he'd reply.

They told him to quit lying.

But he didn't quit lying, and he didn't quit dealing.

To explain the clothes he bought with the $250 he was making every week, Tony told his granny the cash came from his dad. He'd slip his sister and uncle $20 or so to shut them up.

Realizing drugs were killing her, his mother quit. "I don't want them around," she'd warn Tony when he brought drugs into her home.

"F— you," he'd shout, stomping out. "I'm God," he'd think.

He says that for kicks, he'd coerce customers into having sex with him, or attack strangers. He'd make up an excuse like, "I know you. You beat up my cousin." Then, he'd viciously attack.

"I felt nothing about it," he recalls now, eyes flickering to the ceiling.

At 16, Tony was kicked out of school for fighting. Big deal. He'd quit going regularly long ago.

Drug dealing. Carrying a concealed weapon. Auto theft. Arrest. Then court mandated confinement at Boysville until he conforms or turns 19.

Most young men comply in eight months to a year and then are released to foster care, group homes or home under six months of court-ordered supervision. But Tony has been one year and four months at Boysville so far — an eternity of 6:45 a.m. reveilles, dormitory living 12 youths to a room, school from 8:30 a.m. until 2:30 p.m. and constant supervision.

At his counselor's request, Tony gives a guided tour of Boysville's facilities. He stands aside while we enter the small room where card games (not gambling) are allowed some nights, while we read a sign advertising $1.50 per hour jobs in the dining hall, while we peer into the locked chapel where, on Saturday evenings, he obediently proceeds to his assigned space.

Asked about his dreams and goals, Tony says he yearns to join the military then turn basketball pro like David Robinson, the Annapolis grad sometimes called "Top Gun." He seems unaware that he's a hostage to a second grade reading level and a criminal record.

In an attempt to get his message out about what drugs can do to kids, he wrote an essay and sent it to the Free Press. From Boysville, set among the low hills and narrow country roads, Tony wrote, "People who use drugs go nowhere fast."

ANNOUNCEMENTS

- Michigan high school students are invited to submit posters communicating the message of Students Against Driving Drunk. Cash prizes will be awarded. For information, contact Pam Voss at SADD-Michigan, P.O. Box 1073, Mt. Clemens 48046 or call 286-8800, extension 275, 8:30-4:30 weekdays.
- Grants of up to $10,000 are available for Detroit community organizations planning substance abuse prevention projects for May, June, July, August and September. Contact Deborah Fair at the Detroit Urban League, 895-2500, 9-4:30 weekdays.
- Grants of $5,000 to $10,000 are available from the Skillman Foundation for community organizations planning substance abuse prevention projects. Call Leonard Smith at 961-8850, 9-5 weekdays.

Senate Permanent Subcommittee on Investigations

EXHIBIT # 21

STATE FAIR NORTH COMMUNITY COUNCIL
1371 Colton
DETROIT, MICHIGAN 48203

TESTIMONY BY THE STATE FAIR NORTH COMMUNITY COUNCIL OF DETROIT, MICHIGAN SUBMITTED TO THE U. S. SENATE HEARING ON THE EFFECTS OF ILLEGAL DRUGS ON COMMUNITY LIFE

Panel: Sen. Sam Nunn, Sen. Carl Levin, Sen. William Cohen
Monday, March 19, 1990
Room 114, U. S. Courthouse
Detroit, Michigan 48226

Where Has Our Community Gone?

1. From canopied streets of stately American elms: to acres of barren wasteland

2. From streets filled with children's laughter; to the sounds of ricocheting gunfire

3. From awakening to early morning birdsongs; to the jolting sunrise banging of an addict's fist on a neighbor's door, seeking his next fix

4. From romantic young couples arm in arm; to pimps bludgeoning their young drug-addicted prey

5. From watching shoot-'em-up westerns on TV: to observing real-life shoot-outs on the streets

6. From chatting with neighbors and friends on the telephone: to making desperate calls to 911

7. From a nine-year-old walking alone to the corner store for a loaf of bread; to the protective necessity of driving a teenager one block to wait for the school bus

8. From the trust and confidence of unlocked doors: to bars, chains, alarm systems, and fierce guard dogs

9. From enjoying soft summer breezes on the front porch; to closed doors and windows with air conditioners and blaring radios to drown out the noise of drug fights

10. From contented mothers cuddling their children: to drug addicted mothers abusing their children

11. From children watching Walt Disney cartoons; to children obtaining a sex education from discarded scraps of XXX-rated movie film

12. From the freedom for the whole family to go shopping together: to sneaking out the back door and crouching on the family car's floorboards to give the appearance that the home is still occupied.

13. From seniors' evening serenity on the front porch; to post-midnight bedroom robberies at gunpoint and threatened rape

14. From household discards in the garbage cans: to bullet-riddled discarded bodies in the dumpsters

15. From leaving bicycles, lawn mowers, aluminum ladders, snow blowers and household tools unattended around the yard; to putting every possession under lock and key

16. From the predictability of doing a full day's work on the job: to being called home mid-day by the police to board up the ransacked house and put your remaining possessions back in order

17. From dog fights; to drug fights

18. From mostly homeowners; to renters, crack users and crack dealers

19. From washing clothes in peace; to dodging bullets over the washtub

20. From dependable U. S. Mail delivery: to erratic delivery and lost mail by a cross-addicted letter carrier

21. From neighbors taking in neighbors' mail from empty houses; to mandatory house sitters and electric lamp timers

22. From helpful neighbors repairing each others' homes; to drug dealers firebombing each others' crack houses

23. From neighborly friendship; to fear of new neighbors

24. From the flow of neighbors visiting neighbors; to a steady stream of strangers patronizing drug houses

25. From sparkling clean streets and alleys; to rights-of-way strewn with used syringes, needles and condoms

26. From kids delivering newspapers: to young runners delivering drugs

27. From well-tended lawns and painted houses; to neglected dwellings with shattered windows

28. From sounds of Independence Day fireworks; to the staccato of Uzi machine guns

29. From creek-wise; to crack-wise

30. From a peaceful night's sleep for the whole family; to family members taking turns guarding the home 24 hours per day

31. From attractive holiday lights; to the flashing adult theater's neon lights that attract suburban johns, street prostitutes and armed robbers

32. From homeowners' houses: to whorehouses and drug houses

33. From washing the dirt off the cars: to hosing away the engaged prostitutes and johns in the streets and alleys

34. From teens enjoying a Coke: to teens experimenting with "coke"

35. From a well-known father; to an unknown father

36. From mother dear; to motherf_____

37. From landlords; to slumlords

38. From parents driving cars filled with teenage ball players; to screaming ambulances racing to pick up teenage drug overdose victims

39. From cooking food; to "cooking" crack

40. From freedom; to free-basing

41. From confident planning; to constant disruption of all plans

42. From home repairs; to home neglect

43. From family devotion; to outsiders' depravity

44. From parked cars; to stripped cars

45. From the popping of children's State Fair balloons; to the crunch of giant machines grinding our homes to rubble

46. From youngsters' building blocks; to the house wreckage jumble of bricks and cement blocks

47. From toddlers' sandpiles; to truckloads of basement fill dirt

48. From peace of mind; to perpetual anxiety

49. From optimism; to cynicism

50. From hope; to despair

All 50 of the above transitions are our legacy from the 1972 establishment of the Frisco (adult movie) Theatre with nude dancing in our Community at 20500 Woodward two blocks south of 8 Mile Road in north central Detroit.

Are these transitions to be the fifty new states-of-being for America's communities?

Collectively, these have been our transition from normal community life to a living hell on earth over the last 18 years.

Little did we dream in that tranquil summer of 1972 that this inoperable cancer would invade our Community and consume us all.

The attached clipping file tells the story.

Criminal activity of all kinds was attracted to our Community by the free flow of illegal money.

As the street prostitution and illegal drug activity spread throughout our Community, the Frisco Theatre manager rented or purchased five dwellings in our

Community for use by "my girls".

Home owners moved out in droves.

Slumlords replaced homeowners with renters, milking the properties until they were almost worthless.

The real estate market collapsed from the effects of this cancerous development.

On April 2nd 1984, members of our Community organization voted overwhelmingly to sell their property to the State of Michigan for expansion of the adjacent Michigan Exposition and Fairgrounds.

Easy availability of crack cocaine, beginning in 1985, intensified the criminal activity already within our Community. By 1988, at least 17 homes were involved in the crack cocaine traffic.

As the State of Michigan bought our homes and boarded them up, the empty dwellings were opened up and reused by transient crack dealers, crack users. pimps, prostitutes, robbers and scavengers before they could be torn down. Some were fire-bombed, rousing neighbors from their early morning sleep.

As our vacated homes were bulldozed, our land became the dumping ground for the debris of suburban home improvement contractors, tree trimmers, and used tire disposal contractors.

Today, about 20 homeowners remain out of an original 260.

Soon, our Community will no longer exist.

Is this what our founding fathers envisioned for America's destiny?

Where is America's community life going?

Composed and submitted by Mrs. Imogene Steele, President, State Fair North Community Council, 1371 Colton, Detroit, Michigan 48203, 313-368-3666

2 teenagers killed joyriding at

Runaways hit a bridge outside Ypsilant

By Robert Musial
Free Press Staff Writer

A joyride on a Detroit-bound freight train turned into a grisly nightmare Tuesday when two Jackson-area teenagers were killed after smashing into a bridge abutment while riding atop a boxcar.

"It looks like they were jumping from boxcar to boxcar and didn't see the viaduct," said a Jackson police officer who asked not to be identified. "We think this train-hopping was a fairly regular occurrence."

A 16-year-old Blackman Township boy died instantly of head injuries and a 14-year-old Jackson girl also died instantly when she was partially decapitated by the impact, police said.

The families have been notified but police did not release the victims' names.

Both teens had been reported by their families Tuesday as runaways.

Blackman Township is just north of Jackson.

Police said the two were among six teenagers who hopped an eastbound Conrail train about 9 p.m. Monday in Jackson. Police said they didn't know why the teens wanted to go to Detroit.

The boy and girl were killed outside Ypsilanti around 1 a.m., said police, who would not state the precise location of the accident.

Shortly after the accident, the other teens hopped off the train and got a ride back to Jackson. But poli they didn't report the acciden 1:30 p.m. Tuesday.

Police said the accident w ported to Conrail by families teenagers.

Acting on that lead, Conrail se officers found the two teens' bodi railroad flat car in a Conrail y Wayne at Michigan Avenue and Road around 9 p.m., accordi

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HOME OWNERS FIGHT CAMPGROUND NEAR 8 MILE AND WOODWARD

JOHN A. STANO/Detroit Free Pres

The state plans a campground in this area near the State Fairgrounds, in what used to be a middle-class neighborhood. The area's vacant lots are now marred by dumping. A dozen residents are refusing to sell their homes. Photostory, Page 10F.

State's offering peanuts, fairgrounds neighbors say

Y Michael Betzold
ree Press Staff Writer

John Rader stood in front of his other's home and stared at the gray tate Fairgrounds Coliseum looming ross the street.

"They're trying to steal homes," he id. "It's not fair."

He shook his head.

"The hell with 'em."

His mother, Lois, is 71. She has ed in the handsome four-bedroom k house for 40 years. She says she n't budge unless the state gives her ot more than the $20,000 she has [illegible]

In all, a dozen home owners say they are holding out against the plan to build a campground for fair visitors near one of Detroit's busiest intersections, 8 Mile and Woodward.

State officials say they soon may try to force the last resisters out. Once a tree-lined oasis for middle-class families, the neighborhood now has vacant lots that are a dumping ground for truckers and its streets a parking place for clandestine affairs.

It was the residents' idea, back in 1985, to sell the state their neighbor-

See CAMPGROUND, Page 10A

JOHN A. STANO/Detroit Free Pr

Shirley Baldwin of Colton Avenue is angered by the state's offer f her home: $19,000. She says appraisers have told her it's worth a least $27,000."

Fairgrounds neighbors say state's offering peanuts

CAMPGROUND, from Page 1A

hood. They figured it was better than letting crack heads, pimps and hookers have it all to themselves.

Until the early 1970s, the three-block hideaway had been a place filled with the shouts of children and the *harrumph* of the fair's calliopes. Then the Last Chance Bar and the Frisco Theatre opened their doors, servicing commuters with fat wallets and large [illegible].

The sleazy joints are long gone, but businessmen with long memories still cruise the streets in Mercedes Benzes and Jeeps looking for action.

Occasionally, they find it. Some home owners have taken to throwing rocks at the daylight parkers.

"You see men in three-piece suits," said Joanne Numan, who works at Numan's Market on Woodward and Alameda. "They come 'round here on their lunch break. They figure no one will see them."

At night, trucks loaded with rubbish roll down the alleys.

Jim Hurst, administrative coordinator for the fairgrounds, said officials hope to fence in more of the vacant lots soon to deter dumpers. In the meantime, fairgrounds workers are kept busy hauling away old tires, car parts, furniture, broken cement and all kinds of garbage.

A few hookers still prowl the Woodward strip and a few crack heads still shoot up in vacant garages or houses. But Amer Hakim, who works at Numan's Market, said the neighborhood is a lot quieter now than a few years ago, when it was crack hell.

"There used to be needles on the ground all over the place," he said. "You didn't walk barefoot on this street."

Some of the vacant houses have been stripped of bricks by scavengers. The last holdouts live amid wide expanses of mud and rubble.

The state has torn down 144 houses in the area since the project began in 1986, and 14 more are scheduled for demolition this spring, said Diane Gosler, property specialist with the Department of Natural Resources.

Hurst said the plan is to demolish all the state-owned houses by the end of this year. He said there is no timetable for the 40-acre campground to be finished.

David Yankee, acquisition supervisor for the DNR, said officials will decide within the next few months whether to seek a condemnation order to clear the area. Until now, all sales have been on a voluntary basis.

Imogene Steele, president of the State Fair North Community Council, said that when the project started, state officials repeatedly assured residents that condemnation never would be used.

But the state now has a large investment in the land. Yankee said the DNR has spent $2.02 million to buy homes and property in the area. No estimate of the project's total cost was available.

Some residents have been glad to take the money and run.

Yvonne Kelsey, who rents a small house that has been sold to the state, said she'll get close to $4,000 in relocation money, which will help her put a down payment on a house.

Kelsey said she has no complaints about the way she's been treated.

But other residents said the money they've been offered is an insult. Shirley Baldwin said the state has offered her $19,000 for her duplex. She said appraisers she has hired have told her it's worth at least $27,000.

Steele said she needs at least $15,000 more than the state has offered her for the two houses she owns.

"We are not going to go into debt and make house payments on a new house," she said, and she doesn't want to live in an apartment.

Gosler said the state uses an independent appraiser.

"We pay fair market value," she said. "We've got a lot of people we've bought houses from in there that have been very satisfied."

If residents and the state reach agreement on the value of the homes and the area is cleared, there remains the question of how a campground at 8 Mile and Woodward would be marketed. What would be the pitch? Come camp in the shadow of a giant beer billboard? Sleep on the same ground once trod by hookers?

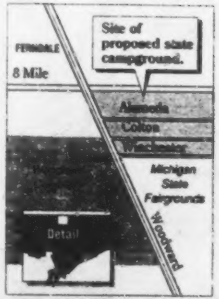
"This is not a good area to do camping," laughed Joanne Numan, "but I'm sure everything will be cleaned up and buried. At least I hope so. We don't want any remnants."

Some residents, though, like it the way it is, now that most of the pushers, addicts and hookers have moved on.

Lois Rader said she disagreed with the block club's plans to sell the land in the first place and still wants to stay.

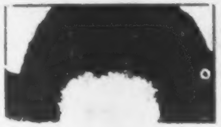
"It's a nice neighborhood," she said. "There's no one left here to cause trouble."

> "This is not a good area to do camping, but I'm sure everything will be cleaned up and buried."
>
> **Joanne Numan**
> store employee


FERNDALE
8 Mile
Site of proposed state campground.
Alameda
Colton
Winchester
Michigan State Fairgrounds
Woodward
Detail

CATHY MORRIS/Detroit Free Press

Dead man's journal called fatal attraction clue



Ex-lover posed as banker, cop to stalk victim for weeks, police say

By **Brian Murphy**
Associated Press

POMPANO BEACH, Fla. — At twilight in a blacktopped parking lot, Jeffrey Dryfka fell dead with a .25-

chain-smoking man with a limp who lived off welfare and disability checks, and over the strong objections of his family, soon moved in with him.

Barfield spent 16 years in prison for

gotten engaged, a car sped by and the driver shouted at him.

Police said Barfield took a cab to an air-conditioning repair company where Dryfka worked, and let the air out of a

BLOTCHY
BROWN SPOTS
Volunteers to test a new therapy for Melasma: Blotchy dark spots and discoloration of the face due to Mask of Pregnancy, Birth Control Pills, Estrogens or Hormones.

CRAZY BENZY'S
TOOLS & STUFF
3-DAY SUPER SALE
"As Seen on T.V.!" The Closet Stretcher "Creates 5 times the closet space" SET OF 5 On T.V. $9.99 Now $1.99
411 Phone Card Stores 120 Names and Phone Numbers Also a Calculator Reg. $24.99 Now $9.99
LCD Stopwatch Reg. $5.99 Now $2.99
Heavy Duty Come-a-long Reg. $13.99 Now $6.99
5-pc. Combination Wrench Set Now

STATE FAIR NEIGHBORS HOLD OUT

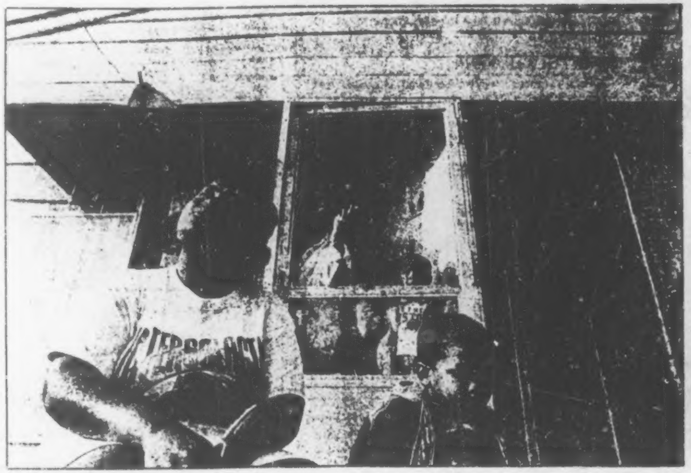
The drug dealers are gone. The hookers have moved on. The people left in the State Fair North community live amid mud and rubble. Their neighborhood is a dumping ground for old tires and a hideaway for clandestine affairs.

In a few years, the state plans to turn the area into a campground. Visitors to the State Fair will park their RVs and pitch their tents near the noisy intersection of 8 Mile and Woodward.

For now, a dozen residents hold out for more money. Their few tidy homes stand awkwardly in the flattened landscape, clutching at the ground like an aging mind trying to stay rooted in memories of better days.

The removal of houses on a part of Alameda street, left, opens a clear view across the block to Colton. Two other vacant houses on Alameda, below, await their fate.

Photos by John A. Stano,
text by Michael Betzold



The Kelseys are thrilled to sell. Casandra Kelsey and her sister's 2-year-old son, Steven Poe, sit in foreground. In the doorway are Yvonne Kelsey and her grandson, Earlie Poe, 3. Yvonne Kelsey is Casandra's mother.

John Rader, above, who lives with his mother on Winchester, says he doesn't like the pressure tactics being used to try to get them to sell. Left, Numan's Market employees Joanne Numan and Amer Hakim talk about the neighborhood.

JIM FITZGERALD IS ON VACATION

Sexual act costs man his car

BY MARGARET TRIMER
Free Press Staff Writer

In a decision that brought tears of joy to some community activists, Recorder's Court Judge Michael Talbot ruled that a Royal Oak man who was caught in a sex act with a prostitute must forfeit a 1977 Pontiac he and his wife owned.

John Bennis, 27, sat quietly with his wife as the judge announced their car would be auctioned and the state would get the money.

"This is a classic example of how individual acts can create a nuisance so great that the entire neighborhood suffers," assistant Wayne County Prosecutor George Best said after Talbot announced the verdict.

In addition to the civil case, Bennis faces a criminal charge of gross indecency, Best said. Bennis was arrested Oct. 3 on Sheffield near Eight Mile, in

See **FORFEIT**, Page **5A**

Man loses his car for public sex act

FORFEIT, from Page **3A**

the Green Acres area near Palmer Park.

Bennis' case was the first of 57 public nuisance trials scheduled since police began a crackdown on prostitution Oct. 3, Best said.

According to the state Nuisance Abatement Act, Best said, a vehicle can be seized if the activity for which it is used is determined to be a public nuisance.

"I'm so happy; I am so happy," Charlotte St. Aubin said through tears as she thanked Best. "We've been fighting this for so long."

Six residents of the Eight Mile and Woodward area testified the neighborhood is plagued by prostitution.

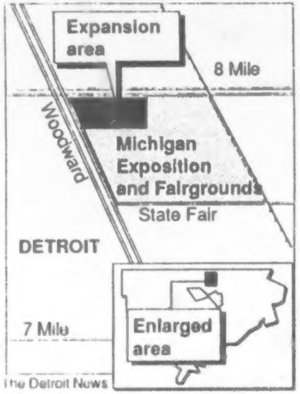
Residents testified to seeing stop-and-go traffic along Woodward and Eight Mile, scantily clad women flagging down drivers and people engaged in suspected sex acts in cars parked in the neighborhood.

Said Best: "This sends out a message that we will not allow prostitution on the streets of Detroit."

Attorney Dan McGuire, who defended Bennis on behalf of the American Civil Liberties Union, said the trial seemed like "an organized lynch mob."

"By that I mean you have a whole bunch of people coming in and testifying to what they perceive to be happening and maybe even exaggerating what they see," McGuire said.

Detroiter fights state, felons to save neighborhood



The Detroit News

By Dennis Pfaff
News Staff Writer

Imogene Steele is used to fighting to save her neighborhood.

She just doesn't think she should have to fight state government along with drug pushers and prostitutes.

House by house, the state Department of Natural Resources is gobbling up the area southeast of Woodward-Eight Mile to turn it into a camp site for the State Fairgrounds.

BUT THE DNR has left dozens of abandoned homes in its wake — places Steele said have become havens for drug dealers fleeing police raids.

Steele, president of the State Fair North Community Council, proudly tells the story of the time she bounced a pop bottle off a car parked in front of her mother's house, startling the prostitute and customer in the vehicle.

"They left," Steele chuckled. "Boy, they left."

The incident was a minor victory in a familiar war: First come the X-rated movie theaters, then the hookers, then the drugs. Along with the drugs come the burglaries and muggings. Finally, the stable homeowners flee, leaving more for the sleaze.

But this time the adversary — or at least one of them — is the state, which by its own admission has accelerated the neighborhood's decline.

THE DNR HAS had enough money to buy the houses, but not enough to tear them down, officials say. That has left the area littered with more than two dozen abandoned homes that have become havens for vandals and hide-outs for criminals.

A resident for more than 30 years, Steele remembers the neighborhood when huge elm trees formed a canopy over the streets and people rarely locked their doors.

"It was so clean, so cool," she said. "I was really impressed with it."

But during the past 15 years, the neighborhood just northeast of the Michigan State

Please see **Crusade/2B**

Crusade

Resident battles state, felons to save neighborhood

From page 1B

Fairgrounds has become infested with drug dealers, prostitutes and other criminals, she said. Steele does what she can to urge remaining homeowners to maintain their property and the neighborhood, but she knows she's fighting a losing battle.

STATE PLANS call for buying and demolishing more than 350 homes to expand the fairgrounds and build a 288-unit campground.

"It's a great thing," said State Fair Manager Bernie Lennon. "It'll be the only campground in Detroit."

He said the campground will be useful to people with recreational vehicles who visit southeast Michigan for such events as the Grand Prix in downtown Detroit and the Michigan State Fair.

The DNR, which runs the fairgrounds, already has options to buy about a third of the houses in the 40 acres bounded by Woodward, Eight Mile and the fairgrounds. Officials hope to complete the effort in two to five years.

OFFICIALLY, the Detroit Police Department says there is "nothing unusual" about the vacant state-owned houses. Privately, however, officers at the 11th Precinct say they wish they were torn down.

State officials admit it's a problem. Some shake their heads about the speed at which crime moves in once a family moves out.

The homes "usually get stripped overnight before we can board them up," said Allyn Van Dyke, a DNR State Fair official responsible for closing up the houses. Within hours, he said, thieves steal toilets, sinks, bathtubs, copper wiring and even furnaces.

"Sometimes, overnight, the (aluminum) siding is all gone," he said.

Van Dyke admits he doesn't know what happens to the interiors. "We just board 'em back up," he said. "I don't want to go into one of those houses."

LENNON SAID the houses have become attractive to gangs and squatters. In addition, the knowledge that much of the neighborhood will be razed leaves those who remain without incentive to keep up their own houses.

MICHAEL GREEN/The Detroit New

The state or drug pushers — they are common enemies to Imogene Steele standing next to an abandoned Detroit home near the State Fairgrounds.

"This is a real social problem out there," he said.

The houses still are standing because the $2 million in the state Land Trust Fund can be used legally only for purchasing, not tearing down the homes, he said. The fund comes from state royalties on oil and gas development.

Under pressure from residents, state officials have agreed to use $150,000 intended for paving at the fairgrounds to hire contractors to take down the houses.

"We created that problem there, and I want to resolve it," Lennon said. Demolition is tentatively scheduled to begin in June.

MEANWHILE, the buying continues. And as the problems of the neighborhood increase, residents are pushing to get out.

"We've got more people who want to sell than we have time to buy now," said Diane Gosler-Brady, the DNR real estate official in charge of the purchases. She said the state is not condemning the homes, buying only from owners who want to sell.

But Steele said many residents are unhappy with what the DNR is willing to pay.

"Some of them just go ahead and take it because they want to get out," she said. "In the meantime, we would like to keep the neighborhood up as much as possible."

STEELE SAID the neighborhood seems to be winning its war against prostitutes, with the help of police and the closing of a notorious adult movie theater.

"The only thing I see now is this crack (cocaine), which has gotten so bad," she said.

Steele said she plans to stay in the neighborhood for another four years, until she retires from her job as a teacher's aide. She often is asked why she hangs on.

"I guess I'm just stubborn," she said. "I want to move when I want to move — not when I'm pushed and pulled."

bulldozer

Residents of 3 Detroit communities wait for projects to take their homes

By TERESA BLOSSOM
Free Press Staff Writer

For hundreds of Detroit residents, the old neighborhood doesn't feel like home any more. It feels more like a trap.

Near the Ambassador Bridge, City Airport and State Fairgrounds, residents have been caught in areas targeted for government projects that may be years away if they happen at all.

Those plans keep new people out, discourage maintenance or remodeling, and lock many residents in to watch the neighborhood decay as they wait for progress to arrive in the shape of a wrecking ball.

Even those people who would be happy to stay want help from the city to make the old neighborhoods cleaner and safer.

In the McNichols East neighborhood, west of City Airport, residents complain of airport expansion plans that have chased prospective buyers away for decades. They see the city as their only avenue out.

At the foot of the Ambassador Bridge, almost three dozen families have been stuck since 1974, when the state unveiled plans to build a tourist center in the vicinity. Construction still hasn't started.

And in the State Fair North neighborhood, little but deterioration has happened since 1983, when the state announced plans to expand the 160-acre fairgrounds. The state has acquired only 60 of 300 parcels needed.

As the wait goes on and neighborhood values plummet, residents worry whether the buyout will be enough.

Imogene Steele points to three houses in her State Fair North neighborhood that the state has offered to buy for $11,300 each. Such low offers force people to hold out for a better price that may never come, she said.

Charles Lain Sr. of the Detroit Board of Realty said there is not much demand for houses in these neighborhoods. "They're in various stages of marketability and there's no brisk movement of buyers," he said.

Here is a look at life in three Detroit neighborhoods where destruction seems to hold the most hope for tomorrow.

GEORGE WALDMAN/Detroit Free Press

The Frisco Theater at Woodward and Colton

Fairgrounds area casts theater in villain's role

By TERESA BLOSSOM
Free Press Staff Writer

Residents living on a 40-acre patch adjacent to the State Fairgrounds would have been content to remain a friendly neighbor if it had not been for the Frisco Theater.

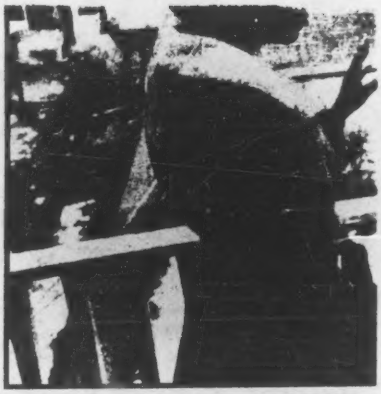
"It was a real quiet neighborhood," said Imogene Steele, a 30-year resident of the area. "We had never been involved in any rabble-rousing. The city didn't know we were here until that theater opened in 1978 or '79. We started picketing right away."

Local block clubs complained that the theater, on Woodward at Colton, drew unsavory customers with pornographic movies and was turning the area into a haven for prostitutes.

"It was just the start," Stanley Brock said at a recent community meeting. "Car thefts and everything else came after Frisco."

Due largely to neighborhood pressure and complaints to police that kept away customers, the theater closed about five years later. But the battle to get rid of pornography and prostitutes wearied many residents, who decided to sell their property to the state Department of

See **FAIRGROUNDS**, Page 6B



Ila Scruggs stands on the second-floor porch of her home

Neighborhood ne

By TERESA BLOSSOM
Free Press Staff Writer

Grace Filarski is bonded to every Detroit resident who remembers how grand the city used to be before crime spread to even the "good" neighborhoods.

She grew up on the northeast side, in the neighborhood just west of City Airport. As a girl, she skipped through clean streets where white, middle-class working families believed in keeping up with the Joneses.

"There were gorgeous elm trees in every yard, and you spoke to everybody," Filarski recalled recently. "The houses were cared for. You didn't see anything out of place."

Filarski still lives in the 65-year-

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Once a predominant
neighborhood, integration
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of white flight and black

Dennis Randt of the Hubbard-Richard Citizens District C
First Street.

GEORGE WALDMAN/Detroit Free Press

An alley south of Eight Mile Road in the State Fairgrounds area

Fairgrounds neighborhood casts former porn theater as villain

FAIRGROUNDS, from Page 1B

Natural Resources, which manages the fairgrounds.

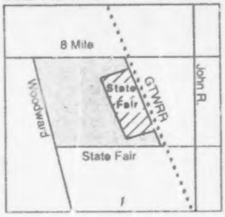
"Prior to 1980, there was a lot of objection to expanding the fairgrounds," said O.J. Scherschligt, the fairgrounds acting general manager. "After Frisco and the Last Chance bar (cited repeatedly by Detroit police as a hangout for prostitutes) opened, the neighborhood deteriorated and a lot of things changed. People started coming to us" seeking to sell their land.

IN 1983, the state announced plans to expand the 160-acre fairgrounds by building a new administrative headquarters, a lodge to temporarily house some fair exhibitors and a campground to accommodate 260 recreational vehicles. It also plans to expand the agricultural complex, the dairy building and the horse barn.

"Our real estate division is moving faster than before on the purchases," said Scherschligt. He said he expects all of the property to be acquired within four or five years, after which construction will begin.

He said he cannot be sure of the timetable because not everyone wants to go. Shirley Gueathreax has lived nearly all her 66 years near the fairgrounds and likes it.

State Fair North



"Some people have left," said Gueathreax. "But if the city would get rid of the scum balls, people wouldn't mind living here.

"Eventually, we'll have to go, but we'll stay as long as we can."

A mixture of downtown and suburban workers live in this Detroit-border neighborhood, where a handful of neighborhood services, including a pharmacy and party stores, remain.

Each summer, residents struggling to keep up appearances find their neat lawns turned into parking spaces by fair-goers. Year-round efforts to preserve the once cheerful rows of homes are losing out to fly-by-night characters who use vacant lots as trash landfills. Abandoned and stripped cars are common landmarks. And residents again find themselves fighting the Frisco Theater.

A local company, Viaduct Corp., wants to turn it into a restaurant and bar. Residents argued that Viaduct was a front for theater operators.

The company was denied a needed zoning change by the city zoning board, but the decision was reversed by Wayne County Circuit Judge Marvin Stempien.

Viaduct attorney John Landreville confirmed that the company wants to open a deli-style restaurant and has applied for a license to sell alcoholic beverages. He would not comment further without consulting with Viaduct owners, who he said were out of the country. The case is under appeal.

Said Brock: "If it reopens, we'll be flooded with all kinds of problems, just like before. We've tried to stop it, and we keep getting knocked down."

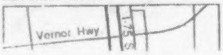
Steele, who expects to retire to Alabama in five years, said: "It seems the only way out is to let the state have the property so they can deal with all these problems."

Bridge area is residential limbo

AMBASSADOR BRIDGE, from Page 1B

"We understand the frustration the community feels," said Larry Leatherwood, deputy transportation director.

Hubbard-Richard



some of the area's other businesses, such as the popular Mexican Village restaurant, or establishments in the newer Mexican Town area on the west

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DATELINE

HIGHLAND PARK

Christian bookstore opens

Highland Park will have the largest Christian Bible bookstore in the state and one of the largest in the nation when Dickson's Grand Bible & Books moves to a new site Friday, said city representative **Fred Ferris**.

Television evangelist **Ben Kinchlow**, co-host of the "700 Club," is expected to attend an official ceremony from noon to 3 p.m. Saturday, said store manager **Michael Briggs**. Mayor **Robert Blackwell** officially will open the store at 13743 Woodward at 10:30 a.m. Saturday with a ribbon-cutting ceremony.

HAMTRAMCK

His contributions add up

Hamtramck Council member **Edward Rojek**, since he took office, has been contributing 20 percent of his salary to help get rid of derelict homes in the city.

Rojek

The $132 monthly contribution from Rojek's salary represents a pay raise the City Council approved in 1985, which was in effect when Rojek took office in January. The money goes to a fund that will be used to demolish more than 100 vacant houses. There is now about $2,000 from Rojek's and other donations, Rojek said.

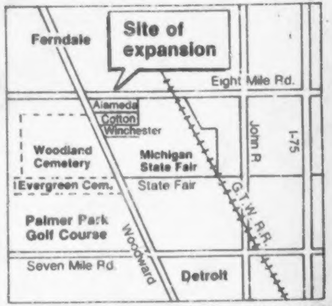
"I didn't feel the council was justified in voting for a pay raise, not at a time when the city is in such bad financial condition," he said.

DETROIT

They'll add their clout

The Oakman Community Association held its annual Summer Beautification Party last week and announced it has won commitments from business owners in the area to support the revitalization of Oakman Blvd. and surrounding streets.

The commitments to use whatever clout they have to improve city services in the west side community came during the summer from Dick Harris Cadillac, Continental Auto Parts, Focus:HOPE and Hostess bakery, said **Charles Smith**, president of the 29-year-old association. The Rev. **William Cunningham**, of



Free Press Map by NOLAN ROSS

Map above shows site of proposed fairgrounds expansion. The state now owns about 50 of the 365 lots in the neighborhood and estimates it will take about five years to buy all the property needed for the expansion. At right, a boarded-up house in the 1200 block of Colton awaits demolition.

Free Press Photo by JOHN COLLIER

State taking too long at the fair?

By JACQUELINE BOYLE
Free Press Staff Writer

The wrecking ball is swinging too slowly to suit some residents in a neighborhood west of the Michigan State Fairgrounds, where the state is buying and razing homes for a 40-acre expansion of the fairgrounds.

"We're getting really upset about it because they're not getting them torn down as fast as they buy them," said Imogene Steele, president of the State Fair North Community Council.

Vacant homes are an invitation to vandals and make the neighborhood "look like a war zone," said Steele, a Colton Street homeowner.

"We've been trying to keep the place looking halfway decent because some of us don't want to get out just yet. I had one next door to me and it took a year to get it torn down," Steele said.

THE LOTS ARE being cleared for a new swine exhibition building, a maintenance facility, parking, a dormitory for exhibitors and other fair participants and a campground for recreational vehicles.

State officials announced the plan nearly a year ago and began purchasing the homes last December. The property is bounded by Eight Mile, Woodward Avenue and the fairgrounds.

The state now owns about 50 of the 365 lots in the neighborhood. Seventeen lots were purchased by the state, a couple were donated by owners and others were acquired because owners did not pay property taxes, officials said.

Concerns about crime and property values have prompted many residents to sell, but state officials said residents who want to stay will not be forced out.

"We've contacted various people and if they don't want to sell, they don't have to," said Diane Brady, a real estate appraiser for the state Department of Natural Resources lands division, which handles the purchases.

"We have a very good relationship with the neighborhood. They understand what we're trying to do."

O.J. SCHERSCHLIGT, general manager of the fairgrounds, said the state is prepared to wait out residents who want to stay in the

See **FAIRGROUNDS**, Page 4A

Video uh-oh:

Detroit begins

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with inflation rates. An operation's commitment is usually for 20 years.

"They have the same formula for each facility, but different (dollar amounts) depending on how much they borrowed and how much federal assistance they get through Medicare and Medicaid," said Nancy Fiedler, spokesperson for the Michigan Association of Hospitals.

Fiedler estimated about $85.6 million of the $214 million spent annually on health services that are provided free of charge comes as a result of compliance with the Hill-Burton program.

ALTHOUGH HOSPITALS and health care centers are obligated to provide the services, it doesn't mean they are happy about it.

The Detroit Osteopathic Hospital Corp.'s 20-year commitment under the program won't end until 1999. Richard Muszynski, finance director for Horizon Health Systems, DOH's parent company, said the commitment puts some strain on the hospital budget.

"We're out that amount of money and no one reimburses us," he said.

Muszynski said DOH received more than $3 million through the Hill-Burton program, and anyone who meets eligibility guidelines can receive free care at the hospital.

Free Press Photo

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■ The following ninth-graders from the Detroit Public Schools will be guaranteed full, four-year scholarships to the University of Michigan, provided they meet certain requirements. The students are: **Tyeniska Alexander**, **Sonya Bailey**, **Heston Turner**, **Chrystal Washington**, **Nathaniel Black** and **Hoa Tran**, all from Cass Tech; **Charles Gaither** and **Joseph Hervis**, Osborn; **Robbie Cook**, Chadsey; **Roberta Williams**, Renaissance; **Linnie Swanigan**, Beaubien Middle, and **Trina Coleman**, Northern. The students must maintain a B average and score well on college entrance examinations to get the scholarships.

■ Seven Wayne State University faculty members have been recognized for work that has brought them national attention. Recipients of the 1986-88 Board of Governors Distinguished Faculty Fellowships, and their specialties, are: Profs. **Talbert Stein**, physics; **Ananda Prasad**, internal medicine, and **Chuan-Pu Lee**, biochemistry. Recipients of the 1986-88 Gershenson Distinguished Faculty Fellowships, and their fields, are: Profs. **Morris Goodman**, anatomy; **Joseph Gutmann**, art and art history; **Erhard Rothe**, chemical and metallurgical engineering, and **Albert Siegel**, biological sciences.

■ **Alan Raucher** has been named chairman of the history department at Wayne State University. He replaces seven-year department head **Melvin Small**, who plans to teach and write a book on the student movement of the 1960s. Raucher, who was acting chairman of the history department during the 1983-84 school year, is the author of two books. He earned a bachelor's degree from UCLA and received his masters and doctorate from the University of Pennsylvania. In 1981, Raucher won the Wayne State Faculty Research Award and also a grant from the American Philosophical Society.

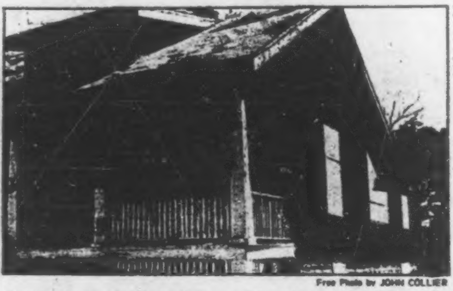
Compiled by MARK JOSAITIS

Win an award or another honor, get a promotion? We'd like to know about it. Write Detroit Plus, Detroit Free Press, 321 W. Lafayette, Detroit 48231.

City attorney wants suspects on videotape

VIDEO, from Page 1A

". . . A lawyer and a client would feel ridiculous standing in front of a jury and saying (the client) was not drunk," if a tape of the person could be shown.



Free Photo by JOHN COLLIER

Vacant homes are an invitation to vandals and make the neighborhood "look like a war zone," says Imogene Steele president of the State Fair North Community Council and a Colton Street homeowner.

Fairgrounds purchases could take five years

FAIRGROUNDS, from Page 1A

neighborhood. Construction will not begin until all property is acquired, he said.

"I have a list of 75 people waiting for appraisals," said Brady. "As time goes on and people see that their neighbors are being treated fairly, they want to sell."

There is no average price for property, state officials said. The first few houses were empty and some had been vandalized. Those, said Brady, were worth about $5,000.

"Now we're moving into the higher-quality houses, where people have maintained them," Brady said. She declined to say how much the state is willing to pay.

Steele said she believes delays in razing state-acquired houses stem from the city's refusal to allow homes to be razed until unpaid water bills are settled and water meters are removed.

It takes several weeks to shut off service, remove a meter and arrange for demolition, said Dorothea Banks, of the Detroit Water Department's real estate division. The water bill must be paid before work begins, she said.

"Demolition is the very last thing that happens to a property. So we have to clear everything before we proceed," she said. The department, she said, "is as backlogged as it has ever been," due in part to the recent city workers strike.

About $2 million has been allocated from the Michigan Land Trust Fund to buy and clear the land. The fund is financed by the sale of leases to extract oil, gas and minerals on state-owned property.

Scherschligt expects at least an additional $1 million will be needed to complete the acquisition, he said. Money for renovation and expansion would come from the general fund budget of the state Department of Natural Resources, which oversees the fair.

"We've got a pretty decent start on the property," Scherschligt said. "I've estimated it will take about five years to buy all the property."

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Pete Waldmeir

Mayor drove Hudson's store out of Detroit

At the risk of sounding as if I'm flacking for an advertiser, I'd like to set some things straight about Coleman Young accusing Hudson's (Department Store) of "abandoning" Detroit.

The mayor groused loudly that Hudson's is a traitor for moving its headquarters to Minneapolis, that Detroit made the company what it is and that Hudson's owes the city some sort of blind loyalty in return. He doesn't think Hudson's was "exactly honest" in its dealings with him.

All that plays great with Young's political constituents, who tend to believe every accusation that rolls from his lips, no matter how far-fetched it may be. But it's low-grade baloney and he knows it.

Let me point out here that I am saddened by the fact that Hudson's — or any other company, for that matter — feels Detroit's too difficult to run business in or even to keep a corporate headquarters. But let's face it: Whose fault is that?

DEPARTMENT STORE retailing is a hard-nosed business. You need people, customers, traffic. You need lots of folks with money to spend, a safe and comfortable atmosphere in which to spend it and some way to get where they're going.

You don't just put up a shopping center, throw open the doors for business and sit back and wait for the crowds. If that was the case, Young's pals, Max Fisher and Al Taubman, would build a mall on every vacant lot in Detroit.

They couldn't beat the prices or the tax breaks

FRISCO
GO-GO GIRLS
Adult MOVIES
FRISCO'S

NEWS PHOTOS / STEVE THORPE

School buses drop off neighborhood children right next to the Frisco Theater.

Showdown

Once-proud neighborhood fights invasion of vice

---

2 teens together spelled trouble

By Dave A. Markiewicz
News Staff Writer

GRAND RAPIDS — Everyone said that putting 17-year-old Herman Duram together with his 16-year-old buddy was like putting a match to gasoline — something explosive was bound to happen.

So when the two Wyoming, Mich., youths were arrested Tuesday for the fatal beating in a Grand Rapids suburb of a 45-year-old Indiana drifter, some of the people who knew them weren't surprised.

The 16-year-old, an escapee from a juvenile dentention center, had recently moved into Duram's Grand Rapids apartment.

"I knew right when I heard they were back together that trouble would come of it," said a woman friend.

"It was like two chemicals mixing that shouldn't have. Boom!" a man said.

No one disputed their statements even though there was disagreement over which teenager steered the other into trouble.

"Herman ain't crazy enough to do something like murder by himself," argued a friend of Duram's. "The other

AP PHOTO

Herman Duram

throw open the doors for business and sit back and wait for the crowds. If that was the case, Young's pals, Max Fisher and Al Taubman, would build a mall on every vacant lot in Detroit.

They couldn't beat the prices or the tax breaks.

Detroit had an abundance of people and plenty of facilities to serve them when Coleman Young took office. And the town would still have them if his administration had as much foresight and business acumen as they have political chutzpah.

Hizonner makes it sound like Hudson's is the only retail firm that got tired of shoveling against the tide.

WHAT HAPPENED TO Crowley's? Federal's? How come only a small handful of major supermarket outlets remain inside the city limits?

What happened to all the chi-chi shops in the RenCen? Where did the Hilton Hotel, Himelhoch's and the big ladies' wear outlets on Woodward and Washington Boulevard go?

When you tally them all up, Hudson's lasted the longest because of its sense of commitment which Mayor Young accuses them of abandoning.

If hizonner is really looking for someone to blame for ruining business downtown, he need look no farther than at his own appointees or to himself.

Young's minions have made a shambles of the public transportation system and the middle-class neighborhoods, which once housed and harbored retail customers.

PERHAPS THE BIGGEST single screwup in Detroit's history was the "renovation" of the shopping districts along Woodward and Washington Boulevard. That also can be laid directly on Young's planners and developers.

They spent millions ripping up the streets and surrounding neighborhoods for years and ended up forcing dozens of businesses to close for good.

As for the safety factor, well, I hesitate to even bring it up. The town's had its share of knocks.

But you can't overlook the fact that there is a perception of crime in the city that wasn't there 10 years ago. Coleman Young didn't invent mugging and armed robbery.

But when you take a hard look at his priorities, preventing them doesn't seem to be at the top of his administration's list. If it was, he wouldn't lay off street cops to "save money" and then turn around and pad his payroll with political cronies.

Showdown

Once-proud neighborhood fights invasion of vice

By Brenda Ingersoll
News Staff Writer

In spring, Shirley Baldwin takes a giant push broom and sweeps Colton Street clean of winter's trash.

Some of the neighbors silently applaud her from behind their locked windows. Some dismiss her as a crackpot. Some swear at her, and bring out their garbage and drop it on the street in front of her.

The soot in the street isn't the only dirt Mrs. Baldwin and a few other die-hard neighbors say they'd like to sweep away. They're also attacking the urban blight of vice, which they say invaded the area in the early 1970s.

It has shown itself in motels that rent "by the hour," bars that harbor prostitutes and a theater that shows X-rated movies.

It has turned the three-street blue-collar neighborhood, bounded by the fairgrounds, Eight Mile and Woodward, into a sweet spot for people who want illicit sex.

AND LIKE BUZZARDS drawn to carrion, those who prey on the sexually needy came too. The crime rate rose, until the Police Department's 11th Precinct's crime pinboard was so pocked that a pin stuck in for a new crime would fall right out again, said Patrol Inspector Ferdinand Kuchinski.

Householders would find prophylactics on their front porches and called police to report sex acts in cars in front of their homes.

"The people who live there are really courageous — their daughters are being solicited daily on the way to school," said Dwight Kirksey, board member of the neighboring Greenacres-Woodward Civic Association. "Property values just plummeted — down to a few thousand dollars a house. Many were just abandoned."

Mrs. Baldwin, 49, a 25-year resident of the neighborhood, and the others who put their life's blood into it have dug in their heels.

MAP AREA
8 MILE
ALAMEDA
COLTON
WINCHESTER
WOODWARD
FAIR Grounds

NEWS MAP / JOHN RUTTER

ABOUT THREE years ago, their efforts helped shut down the Last Chance Bar at Eight Mile and Woodward, labeled a "hooker haven" by police and prosecutors.

But the Frisco Theatre remains, a few doors south at Woodward and Colton, near Mrs. Baldwin's house. Many of the homeowners blame it for their continuing troubles.

The Frisco currently offers an X-rated movie every 90 minutes starting at 2 p.m., with strippers entertaining between shows, police said.

Customers arrive and depart at 4 p.m., when a school bus drops off Grayling Elementary School pupils just across Colton from the Frisco.

"Sex is for sale" in the neighborhood, Inspector Kuchinski said, "and that attracts trouble."

"Putting a policeman on every corner isn't going to solve the problem, because then we'd have the shootings, the assaults, and the muggings in mid-block," he said.

COUPLES USED to come to the neighborhood, then graced by a canopy of elms, buy the modest bungalows and raise their families. They'd move away when the kids were grown or retire right there.

But the orderly cycle of arrival and departure long ago turned into a rout. Homeowners didn't just leave, they fled. Many point to the Frisco as a key culprit

Continued on Page 12B

'No way. I'm a fighter. Nobody's going to run me out,'

— Shirley Baldwin

AP PHOTO

Herman Duram

over which teen-ager steered the other into trouble.

"Herman ain't crazy enough to do something like murder by himself," argued a friend of Duram's. "The other guy always got him in trouble."

A LIFELONG friend of the other boy countered, "Separately he was a sweetheart, a nice kid. But that Herman, he scared hell out of me. He could do anything."

Most said the two boys, who were distant counsins but acted more like brothers, felt compelled to outdo one another in everything.

"It was always a case of one-upmanship," said the woman friend. "If one stole a car the other would have to steal a truck."

According to police, Stanley Royce Staggs died from hypothermia after being beaten and thrown into the Grand River.

According to acquaintances and police, the two youths bragged about the incident. The people who know the pair requested that their names not be used, but talked freely about what they said they had been told by the youths.

The following version of what may have happened is pieced together from interviews and police accounts:

Duram and the juvenile had been sharing an apartment only about three weeks when Staggs got off a bus in Grand Rapids in the early evening of Friday, Mar. 16.

ALTHOUGH HE LISTED Elkhart, Ind., as his home, Staggs seems to have slept wherever night found him. An evening before he'd been in a Benton Harbor jail, arrested for assaulting an innkeeper and being drunk and disorderly.

This night Staggs was drinking in a parking lot in the youths' neighborhood. As was their habit on weekends, the two had gotten "sloppy drunk" that Friday afternoon. They wandered outside their second floor walkup apartment above Martha's Vineyard Party Store in the city's northeast section and spotted Staggs, who offered them several hits from his bottle.

Staggs was then robbed, beaten, stabbed and thrown into the Grand River.

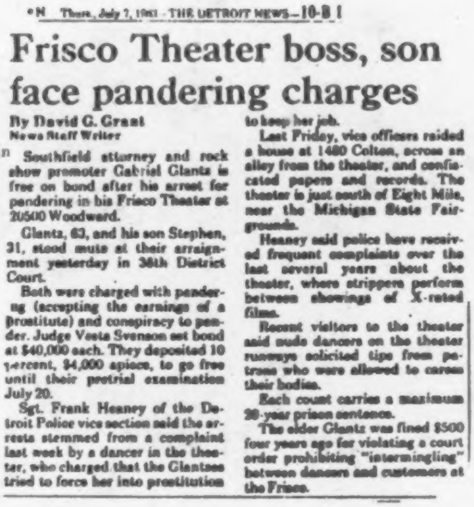
Continued on Page 2B

GREENACRES-WOODWARD CIVIC ASSN.

Dear Greenacres-Woodward Resident,

For more than 11 years, the Frisco Theater, located at Woodward and Colton, has been the origin and focal point for most of the illegal activity in the 8 Mile-Woodward area: prostitution, drug trafficking, robberies, burglaries, hold-ups, stabbings, stranglings and murders.

Frisco Theater owners Gabriel and Stephen Glantz have not had a valid City license to operate the Theater in 11 years. The Glantzes have not paid City property taxes on the Theater in more than six years. The Theater has had a disastrous effect on adjacent residential and business property values..



•N Thurs., July 7, 1983 · THE DETROIT NEWS—10-B

Frisco Theater boss, son face pandering charges

By David G. Grant
News Staff Writer

Southfield attorney and rock show promoter Gabriel Glantz is free on bond after his arrest for pandering in his Frisco Theater at 20500 Woodward.

Glantz, 63, and his son Stephen, 31, stood mute at their arraignment yesterday in 36th District Court.

Both were charged with pandering (accepting the earnings of a prostitute) and conspiracy to pander. Judge Vesta Svenson set bond at $40,000 each. They deposited 10 percent, $4,000 apiece, to go free until their pretrial examination July 20.

Sgt. Frank Heaney of the Detroit Police vice section said the arrests stemmed from a complaint last week by a dancer in the theater, who charged that the Glantzes tried to force her into prostitution to keep her job.

Last Friday, vice officers raided a house at 1480 Colton, across an alley from the theater, and confiscated papers and records. The theater is just south of Eight Mile, near the Michigan State Fairgrounds.

Heaney said police have received frequent complaints over the last several years about the theater, where strippers perform between showings of X-rated films.

Recent visitors to the theater said nude dancers on the theater runways solicited tips from patrons who were allowed to caress their bodies.

Each count carries a maximum 20-year prison sentence.

The elder Glantz was fined $500 four years ago for violating a court order prohibiting "intermingling" between dancers and customers at the Frisco.

As you can see from the accompanying newspaper article, Gabriel and Stephen Glantz and Frisco manager Leslie Tabrun (called "T-bone", who lives behind the Theater at 1480 Colton) were arrested July 1st on criminal charges of pandering and running a brothel.

Normally, the preliminary examination on criminal charges takes place a week or two after arraignment. This examination establishes whether there is sufficient evidence to bind the defendants over for trial. However, attorney Gabriel Glantz, who has now hired his fourth attorney-of-record, Nor ''ppitt, has managed to obtain three adjournments of the prelim. exam. (See an Court of Appeals ORDER on reverse side.)

Please note: Gabriel Glantz'es latest attorney, Norman L. Lippitt, also represents the Detroit Police Officers Association. Frisco manager Leslie Tabrun is being represented by former Traffic and Ordinance Court Judge William Hague, who threw out thousands of prostitution cases while on the bench.

On July 28th, the preliminary examination was about to begin in Judge Leon Jenkins' Courtroom, 204 Murphy Hall of Justice -- just before the Michigan Court of Appeals granted the emergency stay of proceedings by telephone, and adjourned the case until August 19th. While pleading for another delay, Gabriel Glantz told Judge Jenkins how he, Glantz, had given his second attorney a "generous retainer", his third attorney a "generous retainer", and his fourth attorney a "generous retainer".

It was crystal clear to everyone in the Courtroom that attorney Gabriel Glantz fully intends to try to buy his way out of the criminal charges against him -- and continue the depradations of the Frisco Theater as usual.

Meanwhile, Detroit Police have squirreled away their key witness, and have initiated padlock proceedings against the Frisco.

The preliminary examination is now scheduled for Friday, August 19th 1983 in the Murphy Hall of Justice (on St. Antoine south of Gratiot) at 9:00 a. m.

YOUR PRESENCE IS NEEDED TO DEAL WITH THIS CLEAR AND PRESENT DANGER TO OUR COMMUNITY, AND TO HELP PREVENT A MISCARRIAGE OF JUSTICE.

We will meet in the first floor lobby of the Murphy Hall of Justice shortly before 9:00 a. m. for Judge and Courtroom assignment. Look for the "FRISCO THEATER CASE" sign.

For the Board of Directors,

Gina Carron, President
345-7973

Stan Prock, Board Member
862-9149

AT A SESSION OF THE COURT OF APPEALS OF THE STATE OF MICHIGAN, Held at the Court of Appeals in the City of Detroit **, on the** 28th **day of** July **in the year of our Lord one thousand nine hundred and eighty-**three

Present the Honorable
RICHARD M. MAHER
Presiding Judge
WALTER P. CYNAR
JOHN H. SHEPHERD
Judges

Docket No. 72857
L.C. No. 183-055
36th Dist- 83-67093

PEOPLE OF THE STATE OF MICHIGAN,

Plaintiff-Appellee,

v

STEPHEN J. GLANTZ, GABRIEL GLANTZ, et al,

Defendants-Appellants.

In this cause an application for leave to appeal is filed by defendants-appellants together with a motion for stay and a motion for immediate consideration, and no answer in opposition thereto having been filed, and due consideration thereof having been had by the Court,

IT IS ORDERED that the motion for immediate consideration be, and the same is hereby GRANTED.

IT IS FURTHER ORDERED that the preliminary exam in this matter be, and the same is hereby ADJOURNED to August 19, 1983. This Court retains no further jurisdiction.

IT IS FURTHER ORDERED that the motion for stay be, and the same is hereby DISMISSED AS MOOT.

RECEIVED
AUG-1 1983
THE RECORDERS COURT
APPELLATE DIVISION
BY

STATE OF MICHIGAN——ss.

I, Ronald L. Dzierbicki, Clerk of the Court of Appeals of the State of Michigan, do hereby certify that the foregoing is a true and correct copy of an order entered in said court in said cause; that I have compared the same with the original, and that it is a true transcript therefrom, and the whole of said original order.

IN TESTIMONY WHEREOF, I have hereunto set my hand and affixed the seal of said Court of Appeals at Lansing, this 28th day of July in the year of our Lord one thousand nine hundred and eighty-three.

Chief Clerk

Neighborhood battles vice

Sex show called crime lure

Continued from Page 1B

in the neighborhood's decline.

Gabriel Glantz, identified by police and county tax records as the Frisco's owner, denied that he owned the Frisco, or that it harmed the neighborhood.

"That was always the dregs of real estate," he said. "It was a nothing neighborhood for at least 20 years. This is a little enclave of small, frame houses. Other than that, I don't have anything to say."

In a second conversation, Glantz, an attorney, reiterated that the neighborhood has had problems "for at least 25 years," and "to blame the Frisco for that, to me, is preposterous."

GLANTZ SAID visitors to the Michigan State Fair long were a source of trouble in the area.

Glantz himself, and his son, Stephen, "have called (police) several times to complain that prostitutes are working there," said Inspector Kuchinski.

"He claims he's operating a legitimate business there, and if a customer gets robbed or beat up, they're not going to come back ... He says that prostitutes are hanging around outside and he wants us to get rid of them."

The neighborhood has turned into a battle zone. The diehards say they have spent thousands on burglar bars, and have invested in guns and baseball bats. In some residences, at least one family member always is home, manning the windows, watching the street, several say.

"THEY SAY YOU'RE supposed to be free in America, but we're like in a prison here. It's a horrible way to live," said Imogene Steele, president of State Fair North Community Council.

"I don't know why we stay, but for these older people," who stayed on in the neighborhood, said Mrs. Steele, 54. "If we left, they'd be helpless."

Of some 70 homes that lined Colton, about 45 are left, she said. About 10 of those are vacant. The rest were torn down or burned. The other two streets, Alameda and Winchester, are similarly ravaged.

"It's a thieves' paradise," said one 67-year-old woman who has lived on Winchester, a block south of Mrs. Steele, for 45 years.

Last June, police raided a house at 1480 Colton and confiscated books and records. A week later, Gabriel and Stephen Glantz were arraigned on charges of accepting the earnings of a prostitute and of conspiring to do so.

ABOUT THREE weeks later, Tonda Sue Forbes, the prime witness against the Glantzes, was released from jail after serving time for prostitution-related offenses.

Then, says Inspector Kuchinski, "the gal disappeared."

When Tonda Sue vanished, so did the city's case, as well as an effort by the Wayne County prosecutor's office to padlock the Frisco under the state nuisance law, prosecutors said.

The police charges against the father and son were dismissed, they said, and the county's case soon will be.

A few months later, Gabriel Glantz moved against the city. He sued in Wayne County Circuit Court against the Detroit Police Department and the city of Southfield, charging essentially that he and his son were arrested on trumped-up charges.

GLANTZ CLAIMED that Tonda Sue Forbes was coerced by police into signing a complaint in which she stated that she "turned tricks" at 1435 Colton, a green frame house behind the theater, in connection with her employment as a Frisco dancer.

The second lawsuit said that when Southfield police arrested his son, they put a gun to his head and beat him without provocation.

There the legal matters rest. Glantz refused comment on his lawsuits, except to say they remain active.

Some of the homeowners say they'd leave, if they could get enough money out of their houses. Others, like Mrs. Baldwin, stand firm.

"No way. I'm a fighter. Nobody's going to run me out," she said.

Lansing agenda

Senate Action

Wednesday, March 21

- [illegible] — Provides single business tax credit for workers' compensation supplemental payments. Passed 33-0, sent to governor
- [illegible] — Provides single business tax credit for workers' compensation supplemental payments. Passed 31-0, sent to governor
- [illegible] — Provides insurance premium tax credits for workers' compensation supplemental payments. Passed 33-0, sent to governor
- [illegible] — Provides transfer of jurisdiction of homes for the aged from the Department of Public Health to the Department of Social Services. Passed 33-0, sent to governor

Thursday, March 22

[illegible] — Permits Wayne County executive to appoint members to [illegible] Road Commission. Passed [illegible]

Black prea
gives Lous
nod for Se

By George Weeks
News Staff Writer

LANSING — Jack Lousma pick
churchman's endorsement of his U.S
from Michigan, while rival Jim Du
urgent appeal for funds to keep his ca

Louama and Dunn, both Republic
paigning for the right to oppose
November. The GOP nominee will be
Aug. 7 primary.

Bishop Hubert N. Robinson of
Methodist Episcopal (AME) Church
cided to endorse Lousma after heari
astronaut deliver a recent luncheon i

Robinson was impressed by Lousm
liefs on such things as the need for
and the elimination of racism. I don't
Republican or a Democrat. I'm tal
great individual."

The AME denomination is most
the endorsement is not expected to
votes in the August GOP primary, but
the bishop's backing shows he can
support.

Lousma also won praise from forme
Gov. George Romney, who said last
impressed with the character, com
commitment of Jack Lousma."

Romney stopped short of an endors
ever, saying only he was giving "very
sideration" to formally backing a ca
this year.

Two other prominent Michigan
former U.S. Sen. Robert Griffin and
William Milliken, also expressed ad
Lousma without yet endorsing him.

Meanwhile, former Rep. Dunn said
raising letter: "My campaign is hangin
ance" between victory and defeat. "W
continued support I don't see how we c

ODD-LO
OPEN SUNDAYS*
THE FAMO

Monday
18 July 1983

Dear GWCA Board Member,

On Thursday, June 30th 1983, the Frisco Theater at Colton and Woodward was raided by more than a dozen officers from the Vice Section plus supporting officers from the 11th Precinct.

As a result of this raid, Frisco owners Gabriel and Steve Glantz have been charged with (1) conspiracy to pander and (2) running a house of prostitution. Padlock proceedings have also been instituted.

These are serious charges, the first such charges in violation of the CONSENT ORDER under which the Theater has been operating since 1979. But senior Police officials indicate that they have a strong case this time, based on solid evidence.

As you undoubtedly know, the Frisco Theater has been for 11 years, and continues to be, the origin and focal point for most of the illegal activity in the Woodward-8 Mile area. It has also seriously deteriorated nearby residential and commercial property values.

The preliminary examination in Recorder's Court of Gabriel and Steve Glantz on the pandering and prostitution charges will be held on Wednesday, July 27th 1983 before Presiding Judge Richard J. Lubienski in room 201, Murphy Hall of Justice (St. Antoine south of Gratiot) at 9:00 a. m.

In effect, this examination will be a mini-trial to permit Judge Lubienski to determine if there is sufficient evidence to bind the Glantzes over for trial.

Because of the importance of the outcome of this case to our Community, please make every effort to attend this examination, and demonstrate, by your presence, to Judge Lubienski the importance you attach to this proceeding.

It would also be helpful to bring a friend or neighbor.

Sincerely,

ina Carron, President
345-7973

tan Brock
862-9149

Det Free Press 7 July 83 Thursday p. 11 B

Adult theater owners facing brothel charge

By SANDY McCLURE
Free Press Staff Writer

Former Detroit-based rock and ro
promoter Steve Glantz and his fathe
Gabriel, a prominent Southfield atto
ney, were charged Wednesday wit
conspiracy to pander and with runnin
a house of prostitution.

Warrants for their arrest claim the
ran the operation from a house o
Colton across the alley from their con
troversial Frisco adult entertainmen
theater on Woodward Avenue.

If convicted, the two would fac
maximum sentences of 20 years on eac
of the two charges.

The Frisco, which features porno
graphic films and live nude dancers, ha
been the frequent target of polic
neighborhood organizations and lega
actions in both federal and circuit cou
since it opened 11 years ago.

IN AN INTERVIEW late Wedne
day, Gabriel Glantz, 63, denied th
charges and said he was considering
lawsuit.

"They've tried from the day w
opened to close this place (the theater),
he said. "But this time they've emba
rassed us greatly. If we're successful
fighting this, we surely will be lookin
at a lawsuit."

Vice Squad Sgt. Frank Heaney sa
the latest action was prompted by
complaint lodged against the Glantz
June 30 by a woman they employed as
dancer. Gabriel Glantz Wednesday d
nied knowing the woman.

The Glantzes, former operators
the Eastown, Grande Ballroom ar
Michigan Palace rock theaters, hav
been at the center of controversy in th
past.

Former Mayor Roman Gribbs clos
the Eastown in 1971 for alleged ove
crowding, fire-code infractions ar
drug violations. The Glantzes won
court reversal.

UPI PHOTO

ecurity guard for Fidel Castro is seized by New York police after he pointed his loaded pistol at anti-mmunist demonstrators outside the Cuban mission. After identifying himself, he was freed and scurried inside mission.

astro to shun dramatics t United Nations address

YORK — (UPI) — Cuban nt Fidel Castro is expected to e a statesman rather than a evolutionary in his address the United Nations.

matic sources predicted the nist leader would stake out a ly moderate position in his ddress to the 34th General ly.

o will take the floor not as president but in his new role rman of the nonaligned or World nations. Accordingly, ot expected to stray too far eir views.

extreme, one-sided dramatics, rces said, would compromise m to nonalignment, which eady been challenged from and outside the movement.

ing his customary green com-igues, Castro arrived in New efore dawn yesterday and was d to the Cuban UN mission.

AP PHOTO

FIDEL CASTRO: Arriving in New York.

The mission, located seven blocks southwest of UN headquarters and inside a four-square-block security perimeter, was patrolled by New York police, federal agents and Castro's machine gun-toting bodyguards.

Tight security was maintained outside the 16-acre UN compound. Inside, the suspense over Castro's visit subsided and there was little of the excitement which preceded the speech of Pope John Paul II last week.

At 10:30 this morning, a motorcade will bring Castro to UN headquarters under heavy police guard. He will be greeted by Secretary General Kurt Waldheim at the entrance to the 39-story Secretariat building and have an hourlong talk with Waldheim and Assembly President Salim A. Salim of Tanzania.

After Castro's scheduled 75-minute address to the General Assembly, Waldheim will offer a luncheon in Castro's honor in the penthouse of the five-story Dag Hammarskjold Library Building. Castro is expected to leave the UN complex shortly after lunch.

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now costs around $23 to $24 a barrel — roughly twice the average controlled price of U.S. oil.

But White House allies in the House argued that, despite the added burden on consumers, the higher prices triggered by deregulation would encourage the search for new U.S. oil supplies.

A COALITION of Republicans and conservative Democrats joined forces with the administration in defeating the move to block the phasing out of controls on crude oil prices.

The vote removed the most serious

Trading cools off on Wall Street

Relative calm settled over Wall Street yesterday as trading on the New York Stock Exchange declined considerably from Wednesday's all-time high volume.

Yesterday's 47.53 million shares moved was still heavy, but far fewer than Wednesday's record 81.62 million or Tuesday's 55.56 million.

The Dow Jones industrial average, after plunging 48.29 in the first three days of the week, began the day yesterday with a slight increase, fell sharply and then recovered to close at 844.62, down 4.70.

Details on Page 2A.

Residents' good idea backfires

By DOUGLAS ILKA
News Staff Writer

In what seemed like a clever move, a north side Detroit homeowners group leased five vacant lots next to an adult movie theater that features nude dancers and pornographic films.

With legal control of the property — used by the Frisco Theater as a parking lot — members of the Greenacres Woodward Civic Association figured they could set up barricades and keep movie house customers from parking.

Stanley Brock

The city's forestry department agreed. They offered to supply enough dead tree trunks to enclose the vacant land.

A neat idea, thought association member Stanley L. Brock: shut off 95 percent of the theater's available parking spaces and maybe the customers would leave the neighborhood.

Continued on Page 8A

The total U.S. relief needed to the widespread suffering caused by a Chrysler collapse would far surpass the $500 million in loan guarantees being requested, agreed two witnesses at the Senate hearing. The testimony came from S. Martin Taylor, director of the Michigan Employment Security Commission, and Robert E. Nagle, head of the federal Pension Benefit Guaranty Corp.

The banking panel is examining the effects of a Chrysler bankruptcy while waiting for the Carter administration's legislative recommendations on what aid Congress should consider for the struggling company. An administration task force, still negotiating the terms of a relief package with Chrysler officials, hopes to send it to Capitol Hill late next week.

Continued on Page 9A

Detroit General 'loses' checks worth $800,000

By SUSAN FLEMING
News Staff Writer

Detroit General Hospital, in such dire financial straits it daily turns away poor patients, misplaced two checks totaling more than $800,000.

Both "lost" medicaid and medicare checks were found yesterday in hospital's mail room after an intensive search by employes, Edgar Montgomery, an administrator for the hospital, said.

The search was prompted by a panicked hospital accountant who had burst into Montgomery's office yesterday morning with the announcement that a state medical check should have been received the hospital a week ago

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NSIDE THE NEWS

Colleagues denounce
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share Nobel prize. 3A

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Florida caucuses. 3A

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Happen 4B

Do-it-yourself decoders

'Pirates' plague pay-TV firm

By MICHAEL F. WENDLAND
News Staff Writer

Smart Americans have figured out a way to beat pay TV. But it's illegal.

Electronic specialty stores in Detroit, Los Angeles, New York and Boston report they are doing a brisk business in a handful of components needed to put together a "pirate" decoder that unscrambles signals of amateur radio gear and electronic components for radio-TV hobbyists. "I'm getting so many calls I know the parts' numbers by heart.

"**CUSTOMERS KNOW** exactly what parts they need. They buy them and that's the last we see of them."

Such chain stores as Radio Shack, Lafayette Electronics and Olson Electronics also report increased demand

Residents' good idea backfires for 1 of them

Continued from Page 1A

BUT THE NEAT idea erupted into violence.

Brock, armed with a sledge hammer, went to the vacant lots Wednesday to post stakes. He wanted to mark the property for the forestry department to unload the tree trunks for the barricade.

According to Brock, "a 6-foot-6 man, weighing at least 250 pounds" came out of the Frisco Theater and identified himself as the manager of the theater, Brock said. They argued, they fought.

Brock claims he was beaten, thrown backwards over a four-foot-high fence, choked until unconscious and dragged from the vacant lot toward the back entrance of the theater.

HE THREATENED to "break me in half," Brock said.

When seven police cars arrived on the scene, Brock said he regained consciousness and found himself lying "spread-eagle, face down on the trunk of a car."

The manager, Gary Williams, 27, tells a different story.

He said one of his female employes told him a man was posting stakes in the theater parking lot.

"I asked him what he was doing," said Williams, who claims he is only 6'4" and weighs 210 pounds.

"To make a long story short, he picked up a 75-pound sledge hammer, went to swing it and I stopped him," Williams said.

"I CONTROLLED the man. I did not hit him. I did not punch him out. If I wanted to hurt the man, then bingo, he's hurt. I could not reason with the man, so I had the girl call the police and I controlled him until they arrived."

Police at the Davison Precinct said no warrants have been sought but the incident is under investigation.

Gabriel Glantz, an Oak Park attorney who owns the Frisco Theater, said:

"I heard a man was putting stakes on theater property. I heard he swung a sledge hammer at a theater guard and the police were called."

WHEN ASKED if he knew about the association's property lease, Glantz denied he was the theater owner and said:

"I have no comment and there is no one you can call to get a comment."

Wayne Circuit Court records show that Glantz was identified as the owner-operator of the Frisco Theater when he was fined $500 on March 16 for contempt.

Judge Charles Kaufman levied the fine after finding Glantz guilty of violating a court order barring "intermingling" between patrons and performers in the Frisco Theater.

KAUFMAN ALSO warned Glantz that if soliciting sex acts continued in a "pattern" at the theater, he would consider jailing Glantz and padlocking the Frisco.

The homeowners association has been trying for three years to clean up prostitution and other "indecent and obscene" conduct that spills from the Eight Mile-Woodward strip onto their tree-lined residential avenues.

Detroit attorney Michael Buckles, another member of the association, said the incident this week will not stop the group from barricading their property with a double row of dead tree trunks secured to the ground with steel straps.

"Our intent is not to interfere with the theater business," Buckles said.

"WE WANT to insure that our property is not used for criminal activities. Those lots have been used repeatedly for oral sex acts and assaults.

"We're not going to let this situation get any worse. One way or another, it's going to stop. We have to do something because right now the neighborhood is unsafe to live in."

Buckles said the vacant lots were leased from the owners, the Mally Corp., for $1 per year. The association has taken out a $300,000 personal liability policy on the property.

1965 satellite to crash land

WASHINGTON — (UPI) — A 23,000-pound satellite launched in 1965 to measure space dust densities in orbit is expected to fall back to earth on or around Nov. 5, scattering several pieces of debris along a 2,175-mile-long path.

The satellite, called Pegasus 2, is only one-seventh the weight of the Skylab space station that harmlessly scattered hundreds of chunks over Australia when it dropped out of orbit in July.

The National Aeronautics and Space Administration estimated that 1,600 pounds of Pegasus will survive the heat of its reentry into the atmosphere and strike the earth somewhere between 31.7 degrees north and 31.7 degrees south latitude.

That reentry zone includes all of Florida, south Texas and the southern edge of Louisiana, Mississippi and Alabama. It also includes Central America, the Caribbean Islands, much of South America and Africa, the Arabian peninsula, most of India, southern China and much of Australia.

Two other Pegasus satellites have fallen back to earth and NASA said there were no damage reports and no debris was found. Pegasus 1 reentered the atmosphere over Africa in September, 1978 and Pegasus 3 fell over the Pacific Ocean in 1969.

Students close Chinese campus

PEKING — (AP) — Calling for an end to "warlords," 2,500 university students and teachers boycotted classes yesterday to dramatize demands that the army vacate their campus.

Students said they would continue boycotting People's University, occupied by army troops since 1972, until the soldiers "give us back our land," an English teacher said.

At nearby Peking University, students criticized what they called slum-like living and studying conditions and threatened to strike next Monday if university officials do not agree to campus improvements.

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Continued from Page

MONTGOMERY
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IRREGULARS FR

Law sides with movie house

Residents give up fight against adult theater

The Detroit News

Page Three

Tuesday, October 10, 1972 . . Section A

By DAVID L. GOOD
News City-County Bureau

Neither rain nor dark of night could stay the pickets of the Woodward-Eight Mile area from their appointed rounds in front of the new adult movie house.

But the theater operator had the law on his side and, when the battle was over, the homeowners had lost another skirmish in the war against pornography in Detroit.

UNORGANIZED and discouraged, the northside residents have given up what was — for two weeks — the only known mass demonstration mounted by Detroiters against an adult movie house.

Now, like many other residents who say they are dismayed by the spread of sex-oriented businesses in the city, they are looking to city officials for help.

"We've done our duty as citizens," proclaimed Dennis Newhouse, a Detroit teacher who acts as spokesman for several dozen homeowners still incensed about the "filthy" movie house at 20500 Woodward.

"We were a thorn in their side," he said, "and we certainly showed them we don't want them here.

"But we just felt we didn't have the capability to close the place down, and we thought we were really fighting a battle that should have been fought by the city."

Newhouse and about 25 of his neighbors began picketing the theater the evening it opened, about two months ago.

The next night, a lawyer was waiting for them with a court summons.

Although adult theaters and other sex-related businesses are protected by free speech provisions of the Constitution, the homeowners' rights to express their feelings were challenged because of alleged interference with customers and damage to the building.

After a conference with Wayne Circuit Judge Roland L. Olzark, the next day, the homeowners and the theater owner's attorney agreed to guidelines for subsequent picketing in line with city ordinances.

A damage suit for $500,000 against the pickets also was filed, although the homeowners are not taking it seriously.

JUST THE SAME, the picketing efforts — matching the free speech rights of the residents against those of the theater operator — ended last month in failure.

"We're all family people—normal, 'silent majority' people—and we found out it's a hard job to picket every night when it gets to be late hours and then get up and work the next day," Newhouse said.

"Besides that, it rained and ruined some of our best signs.

"And the court thing did bug some people, although that by itself wouldn't really have discouraged anybody. It did bother me, though."

The pickets were successful in keeping business down during the early evening hours, but the theater picked up a steady stream of customers from bars after the pickets went home, Newhouse said.

"We don't know what to do next," he declared. "We're still upset that it's there. A lot of people just hate the place because they consider the neighborhood has been invaded by something that's very much less than desirable.

"The stuff they show in there is dirty; it's filthy and everybody knows it.

CITY OFFICIALS did attempt to prevent the movie house from opening for business but a federal judge finally ordered the city to issue a certificate of occupancy and a theater license after a delay of three months.

"We're in a real bind there," said Rick Lawson, head of a city task force on zoning and licensing.

"We can't really do anything as regards their right to operate. If there were a building problem, we could take some action but they've been very careful about being up to code."

However, the task force, established by Mayor Gribbs, is proposing a new package of zoning and licensing regulations aimed at curbing the spread of new "adult" businesses and closing up some of the existing ones.

The Woodward movie house is among the latest of about 50 such theaters, bookstores and nude model camera clubs to spring up in Detroit over the last three years.

City officials, bombarded by angry letters, phone calls and petitions, have reacted with various harassing tactics, including police raids, court actions and permit delays such as those described by Lawson.

The City Council has enacted several ordinances aimed at circumventing liberal guidelines established for sex related businesses during the last 15 years by the U.S. Supreme Court.

[illegible] regulating adult bookstores — already has been voided in Federal Court as an unconstitutional violation of free speech provisions.

Some [illegible] other cases currently are pending in court under other city ordinances.

However, the zoning and licensing proposals now under study may prove "very effective" in stopping the spread of new adult business outlets, according to Lawson.

Such businesses would require the approval of 51 percent of property owners within 500 feet of the establishment.

The proposals are to be aired at public hearings scheduled by the City Plan Commission Oct. 17 and by the Council Oct. 20.

FRISCO Theater
ADULT
MOVIES

—News Photo by Herman T. Allen

omeowners Ellen Clark, Dennis Newhouse and Shirley Baldwin — looking for help

GM faces strikes n UAW disputes

By JACK CRELLIN
News Labor Editor

he threat of a complete halt of assembly erations hung over the General Motors Corp. lay as it moved towards a showdown with UAW over work standards, cutbacks of s and alleged speedups.

t appears that the confrontation between the on and the company, if it materializes, may ne at a plant — Fisher Body Stamping, nsfield, Ohio — which heretofore has been atively isolated from the continuing dispute een the GM Assembly Division (GMAD)

for later Friday morning, employ a total of about 16,000.

THE DISPUTE at Mansfield centers around production standards, a strikeable issue under the GM-UAW contract.

Negotiations there, as well as at the three GMAD plants, are continuing.

A UAW spokesman said that the ultimate decision as to whether a strike will be called this week now rests with Irving Bluestone, director of the union's GM department.

Employes at all of the plants have already

COUNTY OF WAYNE
OFFICE OF THE SHERIFF

ROBERT A. FICANO
Sheriff
WARREN C. EVANS
Undersheriff

SHERIFF'S EXECUTIVE
ADMINISTRATIVE OFFICES
1231 St. Antoine
Detroit, Michigan 48226
224-2232-33

Senate Permanent Subcommittee
on Investigations
EXHIBIT # 22

February 23, 1990

Jack Mitchell
United States Senate
Senate Oversight Committee
442 Hart
Washington, DC 20510

Alan I. Edelman
United States Senate
Subcommittee on Investigations
100 Russell Senate Office
Building
Washington, DC 20510

Gentlemen:

Enclosed herein, please find our statistics for the 1989 Wayne County Sheriff's Department Narcotic Unit. It is interesting to note that the following increases have occurred from the previous year:

- Number of persons arrested has increased 11 1/2%
- Number of cocaine seizures has increased 67%
- Number of marijuana seizures has increased 77%
- Number of raids has increased 23%
- Number of weapons confiscated has increased 20%
- Amount of money seized has increased 24%

As we discussed during your visit to Detroit, our Narcotic Unit depends completely on what is seized and forfeited, as no general fund money is used to support the unit. I have also included a brief description of the unit, which was used in a grant application to the State of Michigan.

In discussions with both of you, I had raised the option of witnessing a drug destruction at a local foundry. Should you wish to avail yourselves of the opportunity, please feel free to contact me.

Yours truly,

Robert A Ficano

Robert A. Ficano
Sheriff of Wayne County

RAF/em

enclosures

WAYNE COUNTY SHERIFF'S DEPARTMENT

1989 Narcotic Unit Statistical Report

Raids	283
Persons Arrested	1,283
Monies Seized	$2,945,673.59
Cocaine	60,403.8 grams
Heroin	832.6 grams
Marijuana	861.8 pounds
Pills	6,448
Mescaline	907 D/U
Hash	272 grams
Khat	59,000 grams
PCP Liquid	8 liters
Weapons Confiscated	310
Homes Confiscated	4
Vehicles	59

OFFICE OF THE SHERIFF

ROBERT A. FICANO
Sheriff

WARREN C. EVANS
Undersheriff

January 12, 1990

The Wayne County Sheriff's Department operates four (4) drug units under the direction of one (1) unit commander.

The Metropolitan Airport Unit comprised of one (1) lieutenant and five (5) sheriff deputies operates in conjunction with several federal and local agencies in Wayne County. A multi-agency drug task force consisting of D.E.A. agents, Wayne County Sheriff's deputies, Detroit Police officers, Michigan State Police officers, and Romulus Police officers is housed at Detroit Metropolitan Airport. This unit, aided by dogs trained to detect narcotics, conducts daily investigations of drug traffickers and money couriers at and around Metro Airport, Detroit City Airport and the area bus terminals and area train stations.

The Wayne County Sheriff's Department has three (3) other narcotics enforcement units comprised of one (1) lieutenant five (5) sergeants, fourteen (14) sheriff's deputies, one (1) Hamtramck Police officer, and one (1) Royal Oak Township Police officer.

Two (2) units are housed within the city of Detroit and one (1) unit is housed within the City of Hamtramck.

Metro narcotics unit in Hamtramck is currently operating under a Federal Grant, while the other two (2) narcotics units are supported out of 265 forfeiture funds.

Areas of concentration range from long term investigations of major drug traffickers to arrests of street peddlers.

Techniques employed range from reverses, buys and busts, hand to hand purchases and controlled use of confidential informants.

Included are the 1989 unit statistics for your consideration.

Sincerely,

ROBERT A. FICANO
SHERIFF OF WAYNE COUNTY
Sgt. David Picard
SGT. DAVID PICARD
WAYNE COUNTY NARCOTIC ENFORCEMENT UNIT
(313) 494-3070

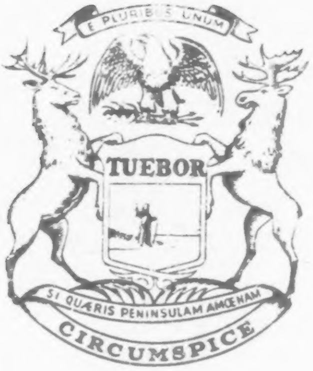
224-2232 ADDRESS REPLY TO: 1231 ST. ANTOINE, DETROIT, MI 48226 224-2233

STATE OF MICHIGAN DRUG STRATEGY

ANTI-DRUG ABUSE ACT OF 1988

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 23



JAMES J. BLANCHARD, GOVERNOR
STATE OF MICHIGAN

STATE OF MICHIGAN DRUG STRATEGY

ANTI-DRUG ABUSE ACT OF 1988

Patricia A. Cuza, Director
Office of Criminal Justice
Department of Management and Budget

January, 1990

ACKNOWLEDGEMENTS

The Office of Criminal Justice expresses its appreciation to the Michigan Department of State Police, Criminal Investigation Division, Narcotics Unit, for their invaluable assistance in preparing this Strategy; in particular, Major Michael D. Robinson, Inspector Roger W. Bittell, Inspector Alan K. Anderson, Lt. John M. Fonger, Lt. Roy W. Turbett, Lt. Chester A. Wilson; Sandra K. Chapman, who prepared the graphs, and Jackie V. Goldberg, who prepared the map. The Office of Criminal Justice also appreciates the helpfulness of Dr. Barry Mintzes and Richard F. Calkins, Office of Substance Abuse Services; Joseph P. Kwiatkowski, D.A.R.E. Advisory Board Chair; Gerald Gordon and Cheryl Walker, Department of Corrections; Dr. Wanda Jubb, Department of Education; and Donald L. Reisig, Office of Drug Agencies. This Strategy has been prepared with the assistance of Office of Criminal Justice staff Mary Lynn Noah and Gary R. Hogan; and secretarial assistance from Glendora Humphrey and Mary Lou Smith.

Prepared By:
Ardith J. DaFoe, Manager
Federal Grants Section
Office of Criminal Justice

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INTRODUCTION

> The challenges of the 90's are more difficult because of the drug problems that became so prevalent in the 80's. Substance abuse and drug trafficking spread from the street to the schoolyard and the workplace.
>
> Drug abuse has invaded every segment of our society, making it impossible to curb drug trafficking and eliminate substance abuse through law enforcement efforts alone. Winning the war against drugs will require a comprehensive approach that combines enforcement, education and treatment.
>
> Gov. James J. Blanchard

In the past decade, no one could have predicted the explosion in drug use and drug-related crime that we are faced with today. Marijuana and heroin were the drugs of choice with cocaine a close third. Crack cocaine was unknown ten years ago. The advent of crack--cheap, readily available, and dangerously addictive--has introduced a new era in drug addiction and crime.

The result has been an upsurge in crime, choking our judicial system, overcrowding our prisons and jails, and burdening our drug treatment network. Quite clearly, this is not just a local problem or a state problem.

Congress recognized this when it enacted the Anti-Drug Abuse Act of 1986, which provided the first state-block funds to assist the states in fighting the war on drugs. 1990 will be the fourth year of funding authorized by subsequent Acts.

Michigan's share of this money over four years has been:

1987	$6.1 million
1988	$1.5 million
1989	$3.9 million
1990	$13.6 million

In order to be eligible for funding, Congress required each state to develop a statewide drug strategy. From the very beginning, the two key elements in the Michigan Strategy have been: COOPERATION and COORDINATION.

The Michigan Drug Strategy reflects not only the concerns and priorities of law enforcement and criminal justice officials but those of the treatment community and education as well. To assure that citizens and professionals from all three disciplines were able to give input into the Strategy, public hearings were held in January in Grand Rapids and Wayne County. Over 2,000 notices of the hearings were sent to members of the criminal justice system, social services agencies and elected officials. Press releases were sent to newspapers and other media to announce the hearings.

The 1990 Michigan Drug Strategy is our Blueprint for Action in fighting the war on drugs. It reflects the cooperation and coordination among federal, state and local law enforcement agencies as well as the cooperation and coordination among the state criminal justice, treatment and education communities.

SECTION I

OVERVIEW OF THE STATE

A. NATURE AND EXTENT OF THE PROBLEM

Cocaine continued to remain the number one illegal drug in Michigan during 1989. Crack is the most encountered form of cocaine in the City of Detroit and has been steadily spreading throughout the rest of the state. Groups dispersing crack are becoming more organized, especially in the black community. The groups "Just Friends" and "Beacher Boys" are good examples. These groups originally were formed to be "enforcers" but they are now supplying crack in Detroit and several outstate communities. These groups and others deal in a standard price regardless of the quantity involved and are reluctant to deal over $1000 at a time.

The purity for cocaine remains high, although it slipped slightly during the last months of 1989. Prices stabilized in the first part of 1989 from a steady decline in 1986 and 1987. Kilos of cocaine, when available, averaged $17,000 until the end of 1989. The price increased to over $25,000 at the start of 1990. It is not known whether this is a steady pattern or a temporary fluctuation due to large seizures on the west coast and problems in South America. Prices range from as low as $600 per ounce to as high as $3000. Usually, on an average, the lower prices are in the Detroit Metropolitan area. State laboratories estimate that the total percent of cocaine analyzed is in the 70% to 80% purity level. Crack being seized is usually found in what is referred to as crack rocks, which run from $12 to $25 apiece.

Cocaine continues to come into Michigan in large quantities, although enforcement and intelligence indicates that the quantity of cocaine in each shipment is decreasing. In 1988, it appeared that most of the cocaine came from the Florida area. In 1989, the trend changed and many seizures originated from the Los Angeles area. An example would be 23 kilos seized at Detroit Metropolitan Airport from two Los Angeles residents. As in the previous strategy report, little evidence has been located to show that cocaine is coming from Canada. It does not appear that the population of South Americans living in Michigan, either legally or illegally, has changed since 1988. This group, especially the Colombians, appears to be better insulated, especially in the Detroit metropolitan area. Chaldeans are more organized and powerful, and act as the insulator for the South American groups. Several murders, bombings, and extortions have been linked to this group as it fights amongst itself and rival Chaldean groups for control of the cocaine distribution network. These Chaldean groups are supplying many of the black crack gangs where turf war, collection, and robbery murders occur daily.

It appears that Michigan's mandatory sentencing for specific cocaine violations is having an effect on drug trafficking trends. Delivery of over 650 grams of cocaine results in mandatory life in prison. A study of cases resulting in seizure of over 650 grams of cocaine by state and local multijurisdictional drug teams in southeastern Michigan reveals the following:

A. NATURE AND EXTENT OF THE PROBLEM CONT:

In 1988, drug teams investigated 28 cases with multiple defendants, while in 1989 this number decreased to 9. Narcotics arrests for the drug teams have increased from 985 in 1988 to 1,101 in 1989, but arrests are for delivery of smaller quantities. A study of narcotics forfeiture proceedings indicates that in 1988 the teams seized $2,819,172, while in 1989 the figure had increased to $6,661,812. From this data, it appears that the narcotic supply has not decreased, but that it is becoming more difficult to nab the high level dealers.

Many cases studied indicated defendants would supply the quantity required, but now only in smaller packages. These same dealers have become more cautious in their drug dealing by utilizing such measures as counter surveillance, police frequency monitoring, and informants in police agencies. They are checking out undercover officers' stories by conducting extensive interviews of the informants and co-defendants who introduced the officer. These same individuals have no problem dealing with smaller quantities. Suppliers are also more reluctant to meet new people or deal in large quantities. Many of the larger violators have been in business for some time and are deeply entrenched, vertically layered, and do not actually touch the narcotics.

Heroin cases encountered by drug team undercover officers, both in arrests and seizures, remains relatively the same as in 1988. The one [illegible] case which was investigated involved defendants from the Middle East and originated in Canada. Small amounts of heroin are still being seized at the Detroit Metropolitan Airport from Nigerian illegal aliens.

In 1983, Michigan was a haven for prescription drugs as Florida was for cocaine. Through extensive cooperation between state and federal agencies, and local organizations of health professionals, the image has changed. This was accomplished by the passage of a Triplicate Prescription Law in 1988. Under the law, all prescriptions for Schedule II drugs must be written on a state issued, three-part prescription form. The physician and pharmacist each keep a copy and the state receives the third. With this system, prescribing and dispensing patterns are monitored for abuse.

Michigan still exceeds the national per capita consumption average for two drugs: Methylphenidate, a stimulant prescribed to treat hyperkenisis in children; and Codeine, an analgesic that is usually combined with tylenol or aspirin. Michigan has formed a Controlled Substance Advisory Commission which is charged with monitoring per capita consumption of elicit controlled substances. If the national per capita consumption of a class of drugs is exceeded, the Commission must investigate why this is occurring and make recommendations to solve the problem. Codeine and Methylphenidate will be the first two drugs studied.

Methamphetamine use has not increased as dramatically in Michigan as in other parts of the country. Quantities recovered in one investigation appeared to indicate the presence of a laboratory in the state. Methamphematine use is still relegated to a limited segment of the population in small geographic pockets throughout the state. The form "ice" has not been observed in any measurable quantity as yet. If the price of cocaine increases drastically, this could change. Drug teams have reported an increase in LSD seizures and arrests, although not in any measurable amount when compared with the total drug user population.

A. NATURE AND EXTENT OF THE PROBLEM CONT:

Marijuana use has remained relatively stable while the price has increased. An ounce of marijuana sells for about $135. Marijuana prices are higher in the Detroit area than outstate, Operation H.E.M.P. is having a successful impact on the supply of the drug.

Since the last strategy report, drug dealers have become even more mobile and conservative, sometimes using only beepers and mobile phones with extensive codes. Many drug dealers have several phones in the same vehicle. Seizures of vehicles without phones and arrests of subjects without beepers is the exception rather than the rule. Some dealers use several pay phones with established codes to identify which phone to use.

Major seizures for 1989 are as follows:

F.B.I. reports the seizure of 34 kilos of cocaine which originated on the West Coast. They further report 25 kilos of cocaine seized from Chaldeans who dealt with Colombians operating between New York and Florida.

F.B.I./D.E.A./State Police report the seizure of 12 kilos from Macomb County residents dealing with Colombians in Florida.

D.E.A. Detroit Metro Airport Group reports the seizures of 23 kilos and 14 kilos of cocaine at Detroit Metropolitan Airport, both seizures involving black residents of Los Angeles.

D.E.A. reports seizures of 19 kilos and 20 kilos of cocaine involving black Michigan residents with at least one case originating in Los Angeles. They further report the seizure of 15 kilos of cocaine in Saginaw involving Cubans, which originated in Florida.

Detroit Police Department reports the seizure of 10 kilos of cocaine from several black Detroit residents, the origin of which was the West Coast.

The crack groups, which are primarily made up of loose-knit black groups, are becoming larger, more organized, and are staking out their individual territories. "Turf" battles have occurred resulting in several deaths. Most of the murders in Detroit and other areas where crack houses are operating are the result of the collection of drug debts or drug related robberies. A recent murder in Southfield occurred in a motel where both alleged dealer and buyer were actually planning on "ripping off the other". Neither money nor drugs were present. A Detroit Police Officer working undercover was killed in a dope robbery by a group which had no intention of delivering the proposed kilo. Detroit Police Department Narcotic Section receives regular inquiries from many outstate communities on Detroit residents operating crack houses in their community. Some of these communities include Port Huron, Flint, Saginaw, Lansing, Jackson, Battle Creek, Kalamazoo, Monroe, and Toledo, Ohio. Many of these inquires involve youths from the ages of 10-16 years.

Murders of youths below age 17 have decreased in Detroit, but total murders have increased. Youth violence, especially with firearms, continues at high rates in Detroit. There have been several cases of recent shootings in suburban movie theaters; security has been increased and weapons detectors are being considered. Through October, 1989 there have been at least 55 homicides among youth 17 years and younger. Police estimate that 80% of these cases involve drugs in one way or another.

A. NATURE AND EXTENT OF THE PROBLEM CONT:

1989 Uniform Crime Reports are not yet available. In comparing 1987 (used in the last report) to 1988 figures, the following comparisons can be observed. During 1988, there were 558,292 index crimes as compared to 591,951 in 1987. There were 81,193 (88)/80,833 (87) index crime arrests reported to the Uniform Crime Reporting Section of the State Police by all police agencies. In this same year, there were 27,114 (88)/21,647 (87) narcotic offenses and 27,154 (88)/20,463 (87) narcotic arrests reported. A comparison of index crimes, index crime arrests, narcotic offenses, and narcotic offense arrests is provided by cooperative drug team jurisdiction and county in Appendix A.

B. CURRENT EFFORTS

LAW ENFORCEMENT

Michigan has increased its full time narcotic enforcement officers and support staff from 677 in 1988 to 932 for 1989. These officers and staff are deployed as follows:

Detroit Metropolitan Area:	
Federal Officers: (Includes DEA and FBI):	101
State Police Officers:	58
Detroit Police Officers:	185
Local Officers other than Detroit	215
TOTAL	565

141 of the total officers are assigned to cooperative drug teams.

Outstate Area:	
Federal Officers	15
State Police Officers:	52
Local Officers:	300
TOTAL	367

161 of the total officers are assigned to cooperative drug teams.

1. MULTIJURISDICTIONAL COOPERATIVE DRUG TEAMS

The major thrust in Michigan narcotics enforcement continues to be multijurisdictional cooperative state and local drug teams. Two new teams were added since the last strategy and many teams have been expanded. Presently, there are 18 cooperative drug teams which cover almost the entire state.

Each cooperative team has a Board of Directors comprised of state, city, and county police officials, prosecutors, and in some instances, federal agencies. These teams are comprised of state, local, and federal police officers and support staff. State Police personnel provide administrative and, for the most part, operational supervision. This has changed since the last strategy, with more local officers assuming roles of operational supervisors.

CURRENT EFFORTS CONT:

Direction on operations continues to remain with the Board of Directors. The Boards are directing the teams to implement innovative approaches to enforcement such as Major Case Teams using the Grand Jury, Crack Cocaine Squads, and Street Enforcement Sting Operations.

The following geographical areas are currently participating in cooperative drug teams:

COOPERATIVE DRUG TEAMS	JURISDICTION COVERED		STAFFING	
			1988	1989
Narcotics Enforcement Team (N.E.T.) Estab: 1971	Pontiac, Oakland County Pop: 1,013,473	State Local Federal Support	5 17 0 2	5 18 2 2
Livingston, Ann Arbor Washtenaw Narcotics Enforcement Team (L.A.W.N.E.T.) Estab: 1971	Ann Arbor, Jackson, Livingston County Washtenaw County Jackson County Pop: 606,347	State Local Support	4 3 1	5 15 2
Downriver Area Narcotics Organization (D.R.A.N.O.) Estab: 1972	17 Downriver Detroit Communities (S.E. Wayne County) Pop: 378,000	State Local Support	6 6 2	6 12 2
Tri-County Metro Squad (METRO) Estab: 1970 MSP participation 1974	Lansing, Ingham County Eaton County Clinton County Pop: 416,180	State Local Support	3 15 1	3 15 1
Southwest Enforcement Team (S.W.E.T.) Estab: 1981	Kalamazoo, Battle Creek, Paw Paw, Kalamazoo County Calhoun County Van Buren County St. Joseph County Pop: 475,322	State Local Support	3 10 1/2	3 11 1
West Michigan Enforcement Team (W.E.M.E.T.) Estab: 1981	Grand Rapids, Muskegon, Holland, Muskegon County Ottawa County Kent County Allegan County Pop: 839,426	State Local Support	4 12 1	3 13 2

CURRENT EFFORTS CONT:

Bay Area Narcotics Enforcement Team (B.A.Y.A.N.E.T.) Estab: 1981	**Bay City, Saginaw, Mt. Pleasant, West Branch, Midland, Clare County Gladwin County Isabella County Midland County Bay County Saginaw County Pop: 518,990**	**State**	**4**	**4**
		Local	**10**	**11**
		Support	**1**	**1**
County of Macomb Enforcement Team (C.O.M.E.T.) Estab: 1982	**Warren, Mt. Clemens, Macomb County Pop: 694,458**	**State**	**3**	**5**
		Local	**6**	**6**
		Support	**1**	**1**
Traverse Narcotics Team (T.N.T.) Estab: 1982	**Traverse City, Leelanau County Benzie County Antrim County Kalkaska County Grand Traverse County Missaukee County Pop: 116,938**	**State**	**3**	**3**
		Local	**5**	**7**
		Support	**1/2**	**2**
Flint Area Narcotics Group (F.A.N.G.) Estab: 1985	**Flint, Genesee County Pop: 450,343**	**State**	**5**	**6**
		Local	**18**	**15**
		Support	**2**	**2**
Office of Monroe Narcotics Invest. (O.M.N.I.) Estab. 1985	**Monroe, Monroe County Pop: 133,524**	**State**	**3**	**5**
		Local	**3**	**5**
		Support	**1**	**1**
Western Wayne County Narcotics Unit (W.W.N.) Estab: 1986	**12 Communities in Western Wayne County Pop: 500,000**	**State**	**5**	**5**
		Local	**5**	**5**
		Support	**1**	**1**
Straits Area Narcotics Enforcement (S.A.N.E.) Estab: 1987	**The 3 eastern most counties in the Upper Peninsula and 5 central northern Lower Peninsula counties. Luce County Chippewa County Mackinac County Emmet County Charlevoix County Otsego County Cheboygan County Presque Isle County Pop: 138,275**	**State**	**3**	**3**
		Local	**3**	**3**
		Support	**1/2**	**1**

CURRENT EFFORTS CONT:

Upper Peninsula	The 12 western most	State	5	5
Substance Enforcement	counties in Upper	Local	5	5
Team (U.P.S.E.T.)	Peninsula	Support	1	1
Estab: 1988	Pop: 274,212			
Southeast Michigan	Southeastern Michigan,	State	5	5
Conspiracy Invest.	Wayne County	Local	8	8
Organization	Oakland County	Federal	1	2
(S.E.M.C.O.)	Macomb County	Support	2	2
Estab: 1988	Monroe County			
	Washtenaw County			
	Livingston County			
	Pop: 3,174,478			
Interdiction	Statewide	State	5	5
Conspiracy Enforcement		Support	1	1
(I.C.E.)				
Estab: 1988				
Thumb Narcotics	Huron County	State		3
Unit (T.N.U.)	Lapeer County	Local		3
Estab: 1989	Sanilac County	Support		1
	Tuscola County			
	Pop: 203,986			
Ionia, Montcalm	Ionia County	State		2
Against Drugs	Montcalm County	Local		3
(I.M.A.D.)	Pop: 99,202	Support		1
Estab: 1989				

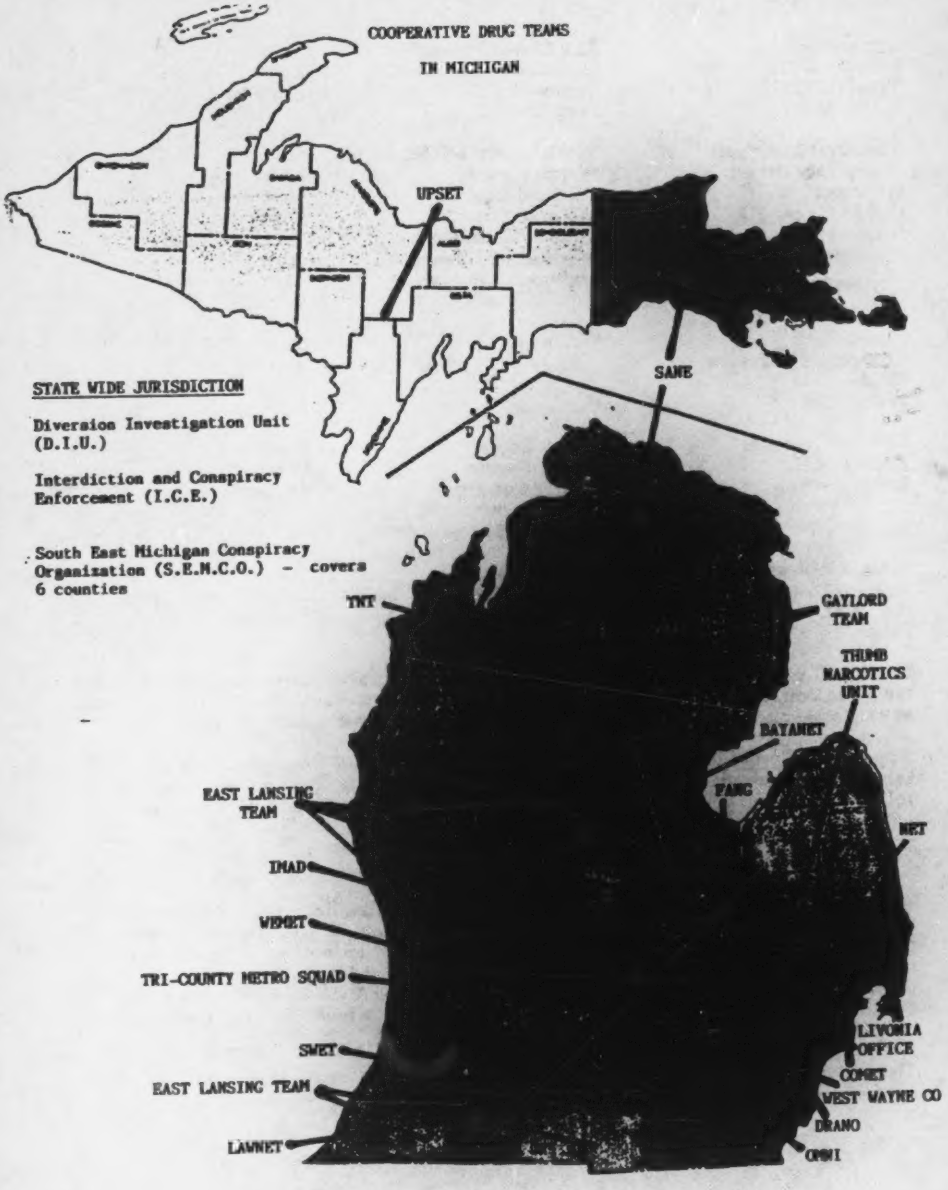
There still remains several geographical areas where local departments have requested the State Police to organize cooperative drug teams, however, lack of sufficient funds at both state and local levels have precluded teams from being implemented.

Appendix C provides graphic representations of current efforts relative to arrests, seizures, and trends by the cooperative drug teams. In addition, the map on the following page illustrates geographical areas of responsibility for narcotics enforcement as assigned to the cooperative drug teams.

2. MICHIGAN STATE POLICE

Areas of the state which are not a part of a cooperative drug team are handled by teams comprised of all State Police personnel. Due to the limited number of personnel available, each team has responsibility for enforcement in a number of counties. A five officer State Police Narcotics Team at Gaylord presently covers 16 counties in Northern Michigan's Lower Peninsula. A State Police team in East Lansing covers 10 counties in Southern Michigan which do not participate in cooperative drug teams.

The budget of the Department of State Police for drug teams for FY 90 is approximately 7.8 million dollars.



COOPERATIVE DRUG TEAMS

IN MICHIGAN

STATE WIDE JURISDICTION

Diversion Investigation Unit (D.I.U.)

Interdiction and Conspiracy Enforcement (I.C.E.)

South East Michigan Conspiracy Organization (S.E.M.C.O.) - covers 6 counties

UPSET
SANE
TNT
GAYLORD TEAM
THUMB NARCOTICS UNIT
BAYANET
FANG
NET
EAST LANSING TEAM
IMAD
WEMET
TRI-COUNTY METRO SQUAD
SWET
EAST LANSING TEAM
LAWNET
LIVONIA OFFICE
COMET
WEST WAYNE CO
DRANO
OMNI

CURRENT EFFORTS CONT:

3. DETROIT/WAYNE COUNTY

Wayne County, the largest county in Michigan with a population of 2.4 million, represents 24% of Michigan's population. The Detroit Metro area now ranks seventh among the major population counties in the United States.

Narcotic investigations in the City of Detroit are conducted by Narcotic Unit officers of the Detroit Police Department. The Detroit Narcotics Unit also participates in a task force with D.E.A. to target high level drug conspiracies. The Narcotics Unit implemented a major campaign targeted at crack. In 1988, 2,533 raids were conducted, as well as 872 street enforcement actions which resulted in over 5,700 felony and misdemeanor arrests. This compares to 850 raids one year earlier. Over 80% of those arrested admitted to the police that they were users of cocaine or crack. Detroit Police seized between 6 and 40 pounds of cocaine each month during 1988 with a year end total of 193 pounds. They also seized about $1.6 million in cash, 133 vehicles and 2,400 firearms. During 1989, Detroit Police Department conducted 3,025 raids, seized $2.2 million in cash, 139 vehicles and 2,132 firearms.

The Wayne County Sheriff Department operates or participates in four drug teams. The D.E.A. Metropolitan Airport Group is a multi-agency drug task force consisting of D.E.A. agents, Wayne County Sheriff deputies, Detroit Police officers, Michigan State Police officers, and Romulus Police officers. This team, aided by dogs trained to detect narcotics, conducts daily investigations of drug traffickers and money couriers at and around Metro Airport, Detroit City Airport and the area bus terminals and area train stations.

The Wayne County Sheriff Department operates three narcotics enforcement teams, two of which are located in Detroit, and one in Hamtramck. The Metro narcotics team in Hamtramck operates under a federal grant, while the other two narcotics teams are supported entirely from forfeiture funds. Areas of concentration range from long term investigations of major drug traffickers to arrests of street peddlers. In 1989, 383 raids were made resulting in 1,225 arrests. Over $500,000 in cash, 54 vehicles, 184 weapons, 24 pounds of cocaine, 16 ounces of heroin and 141 pounds of marijuana were seized.

The Downriver communities of Wayne County which lie south of Detroit along the Detroit River to the Monroe County line and as far west as Taylor and Romulus have participated in a multijurisdictional state and local cooperative drug enforcement team (D.R.A.N.O.) since 1971. The communities in western Wayne County (W.W.M.), including Canton, Garden City, Livonia, Plymouth, and Van Buren Township, participate in a state and local cooperative team, established in 1986. The remainder of Wayne County, including Grosse Pointe, Dearborn Heights, and Redford, are served by a narcotics investigative team of State Police Officers assigned to Livonia. In addition, there are individual drug units established in the cities of Livonia, Dearborn Heights, Dearborn, and Redford.

CURRENT EFFORTS CONT:

3. DETROIT/WAYNE COUNTY CONT:

A multijurisdictional cooperative drug team was established in 1988 with federal funds. This team, known as the Southeast Michigan Conspiracy Investigative Organization (S.E.M.C.O.) is comprised of State Police officers and officers from nine local law enforcement agencies located in the five Detroit metropolitan area counties of Wayne, Oakland, Macomb, Washtenaw, and Monroe, as well as officers from D.E.A. and U.S. Customs. This widely diversified team has the capability of pursuing high-level conspiratorial violators across all jurisdictional boundaries. In addition to Federal, State, and Local officers, an Assistant Prosecutor with cross designation as an Assistant Attorney General and Assistant U.S. Attorney is assigned to this team.

4. LOCAL ENFORCEMENT EFFORTS (Excluding Detroit/Wayne County)

In Southeastern Michigan (excluding Detroit/Wayne County) there are 156 narcotic investigators at the local level. This is an increase of 33 officers over 1988 figures. In outstate Michigan, the largest single department team with fulltime narcotics enforcement is the Berrien County Metro Squad, comprised of ten sheriff deputies funded from a special millage. Sanilac and St. Clair counties also have drug units funded by local millages.

Most larger departments in outstate Michigan have local drug enforcement units in addition to their participation in multijurisdictional cooperative drug teams. Counties in northern Michigan not participating in cooperative teams have units which work narcotics on a full or parttime basis, or assign narcotic investigations to detectives.

5. STREET LEVEL ENFORCEMENT

Urban areas throughout Michigan report significant violent crime increases attributed to crack cocaine. Detroit's crack cocaine problem is of major proportions. Crack sellers and users have taken over neighborhoods, which are rapidly deteriorating beyond effective control by authorities. Crack accounts for 40% of treatment admissions in Detroit and Wayne County.

Crack dealers in Detroit have distribution centers throughout the major urban cities in Michigan. The Detroit Police Department Narcotic Officers are regularly contacted by outstate police officers about Detroit residents selling crack in their cities. Detroit implemented a major enforcement effort to target crack, conducting over 3,000 raids in 1989, compared to 2,500 raids in 1988, and 850 raids in 1987.

The Detroit Downriver communities in Wayne County have experienced a major crack epidemic in neighborhoods and public housing units. In 1988, 62% of D.R.A.N.O. arrests were for cocaine or crack. Violent crimes have dramatically increased where crack is dealt daily. Many residents of low income areas are fearful to leave their homes. A D.R.A.N.O. street level crack team has been implemented.

CURRENT EFFORTS CONT:

5. STREET LEVEL ENFORCEMENT CONT:

Crack has spread through **Lansing** like an epidemic with an 84% increase in drug violations in 1989. The primary source for crack is highly organized young black males (18-25 years) from Detroit. Dealers using rental vehicles infiltrate hotels, housing projects, rental properties and privately owned homes. The number of users increased dramatically in 1989. Lansing initiated a new program R.E.A.C.H. (Regional Enforcement Against Crack Houses) aimed at targeting street level crack dealers and users. Like Lansing, **Saginaw** has an epidemic crack cocaine network with immediate ties to Detroit, Florida and California. During the course of 1989, arrests related to crack cocaine alone skyrocketed almost 150%. Of those persons arrested, approximately 20% were juvenile offenders. Police speculate that the city's crack cocaine traffic is responsible for as much as 70% of other related serious crime in the community. Saginaw reports crack trade is changing from a diverse network of "high profile" operators to a "territorial" business-like operation resulting in a significant threat of violent behavior towards law enforcement personnel, innocent citizens and rival traffickers.

In **Grand Rapids** and the **Metropolitan Kent County** area, street sales and crack house activity have increased significantly in the past two years. In 1989, Grand Rapids experienced a 115% increase over 1988 in complaints of cocaine delivery. Complaints of cocaine possession increased 173% in 1989 over 1988. Since the later part of 1987, there has been a steady influx of crack cocaine into **Kalamazoo** via Detroit based suppliers. To combat their problem, the Kalamazoo Department of Public Safety increased the size of their Drug Unit, added a Civil Forfeiture Unit to seize assets of drug traffickers, and began a Hotel/Motel Drug Interdiction Program aimed at tracking the movements of drug dealers using area motels/hotels as safehouses while distributing crack and collecting money from local drug houses. The emergence of crack dealers on neighborhood streets resulted in the enactment of a Drug Loitering Ordinance in 1989, which has been an effective tool to control crack trafficking in public areas. Likewise, in neighboring **Battle Creek**, there has been a 600% increase in investigations, and 50% of homicides are drug related.

Crack cocaine also continues to be the number one drug problem in **Flint and Genesee County**. Addicts from all over the county patronize crack houses in Flint. Most of the crack cocaine is being sold by the Detroit based groups, some of whom are using dealers 12 to 13 years of age. The Flint Police Department has a Special Operations Unit which has 18 full time narcotics officers assigned, and F.A.N.G. has a crack team. They made 2,393 drug related arrests in 1989 and conducted 281 raids on drug houses. A large percentage of these arrests and raids were crack related. **Ypsilanti** reports a high increase in the sale and use of crack cocaine on the city's southside, invading public housing units, and other low income or subsidized housing. Ypsilanti has recorded numerous drug related homicides, as well as a substantial increase in felonious assaults which are drug related. Ypsilanti passed a millage in 1987 to hire three police officers to work the crack problem areas. While the majority of the crack comes from the Detroit Metropolitan Area, there is a **Saginaw-Flint** and **Jackson** connection as well. **Ann Arbor** has also experienced a substantial increase in crime related to the sale and use of crack cocaine. Joint efforts are undertaken to combat the problem in both cities.

CURRENT EFFORTS CONT:

6. FEDERAL AUTHORITIES

Although most federal agencies in Michigan have some responsibility for narcotic enforcement, the Drug Enforcement Administration (D.E.A.) and the Federal Bureau of Investigation (F.B.I.) have primary responsibility. D.E.A. has 82 agents in Michigan with 73 agents assigned in Detroit and southeastern Michigan. The remaining agents are assigned throughout Michigan. D.E.A. participates in five cooperative teams with local authorities. Four of these cooperative teams are in Southeastern Michigan. These task forces are investigating Chaldeans, commercial transportation and major cases. The outstate cooperative venture is in Saginaw.

The D.E.A. Detroit Metro Airport Group, now known as the D.E.A. Transportation Group, housed at the Airport, consists of personnel from the Wayne County Sheriff Department (6), Romulus Police Department (2), Drug Enforcement Administration (3), Detroit Police Department (2) and Michigan State Police (2). Their role is to target interstate transportation of drugs and groups who conspire to import drugs into Michigan, focusing on airports and interstate transport facilities. In 1989, the group initiated 104 complaints, arrested 57 persons, seized 22,657 grams of cocaine, 582 pounds of marijuana, 235.8 grams heroin, with a street value of $3,443,600, and $2,412,936 in U.S. currency. In 1990, the group will increase its staff by two additional personnel, one from U.S. Border Patrol and the other from Detroit Police Department.

The Federal Bureau of Investigation has 30 agents whose primary responsibility is narcotics enforcement. Most of these agents are assigned to Southeastern Michigan. F.B.I. has a national drug strategy which standardizes investigations. This directs their limited resources toward international drug trafficking groups and other significant drug trafficking organizations operating in the state. These are usually long term complex investigations, utilizing the Grand Jury and wire intercepts.

7. MARIJUANA ERADICATION

Operation H.E.M.P. (Help Eliminate Marijuana Planting) is funded by federal monies and is a coordinated effort among federal, state, county and local agencies determined to eliminate the cultivation of marijuana on private and public lands in Michigan.

In 1988, Michigan was one of 47 states participating in the national effort and received a grant of $55,000. Michigan ranked seventh nationally with the destruction of 169,061 deliberately cultivated marijuana plants. In 1989, the grant was increased to $100,000 and eradications soared to 343,068 plants. This success was in large part due to the support of the Michigan Air National Guard which flew 178 missions with state and local police officers, and resulted in the eradication of 310,201 plants.

During 1990, over 900 leads of possible greenhouse and indoor operations will be investigated. It is expected that federal funds for Operation H.E.M.P. will increase to $225,000. The Air National Guard and State Police plan to create a task force team using ANG aircraft and refueling tankers in coordinated areas of the state.

A toll-free hotline (1-800-235-HEMP) has been established to receive citizen tips on illegal marijuana plots. During 1989, the hotline received 595 tips.

CURRENT EFFORTS CONT:

8. ENFORCEMENT TRENDS

All narcotic enforcement efforts prior to the Anti-Drug Abuse Act of 1986 were supported by state and local funding. Existing narcotic enforcement was expanded and enhanced by federal funding.

As evidenced by the growth of multijurisdictional cooperative drug teams over the past years, state and local agencies have clearly directed their efforts in narcotics enforcement toward this endeavor. Law enforcement officials believe interagency cooperation and coordination is vitally important and the effective means by which to combat the war on drugs. This becomes apparent when viewed in light of the inadequate tools available to Michigan law enforcement agencies. For example, this state lacks wiretap authority and witness protection programs. It is important, therefore, that this interagency cooperation and communication exist and be enhanced wherever possible.

There is a commitment by state and local authorities in cooperative teams to utilize narcotics forfeiture funds to enhance enforcement efforts. Some teams would not be operational without federal funds and forfeitures. Both D.E.A. and F.B.I. have shared and returned the majority of forfeiture funds to local authorities when cases were worked cooperatively. This has been a significant incentive towards enhancing cooperation with federal authorities.

The cooperative drug teams at Michigan's borders have some participation in interstate efforts. The O.N.M.I. cooperative team works with Ohio counties. S.A.N.E. works with U.S. Customs at the Sault Ste. Marie Bridge, a port of entry into Canada. Cass and Berrien counties to work in cooperation with Indiana counties.

Michigan has an excellent interdiction effort at the Detroit Metropolitan Airport involving federal, state and local narcotic enforcement officials who have made large drug and asset seizures. The Michigan State Police implemented an Interdiction and Conspiracy Team (I.C.E.) which established working procedures with all outstate Michigan airports who notify I.C.E. of suspected criminal drug activity. The Kent County narcotic enforcement team continued their interdiction efforts at the Kent County International Airport.

Special teams operate in Michigan to target specific operations. The State Police Diversion Investigative Unit (D.I.U.) investigates and targets physicians who illegally prescribe drugs. The Fugitive Investigation Strike Team (F.I.S.T.) locates and arrests persons wanted for major crimes. Many of these criminals are wanted for drug trafficking. The Drug Asset Recovery Team (D.A.R.T.) works with cooperative drug teams to assess tax liabilities for suspected drug dealers.

With the significant emergence of crack in urban neighborhoods, local department and multijurisdictional drug teams are expanding their efforts into crack cocaine teams, and street level enforcement operations. Counties are passing millages to provide for expanded drug enforcement in their areas.

CURRENT EFFORTS CONT:

Law enforcement officers in Michigan participate in the Drug Abuse Resistance Education (D.A.R.E.) program which began in July of 1988. 35 officers were trained during 1988. In 1989, training of D.A.R.E. officers was greatly accelerated, and the first D.A.R.E. Officer's Instructors School was held, so D.A.R.E. officers can be trained instate. The D.A.R.E. Program reaches approximately 45,000 to 50,000 elementary school age students in the fifth or sixth grade. The program is taught by 157 D.A.R.E. officers disbursed throughout 47 counties in Michigan. Officers also conduct visitation lessons to approximately 90,000 children in kindergarten through fourth grade, and conduct a parent night with parents of the D.A.R.E. students. Approximately 75,000 parents are involved in this unique program. One mother said it so well, "This is the first time my son has listened to someone talking about using drugs".

Of major significance is the commitment by the Detroit Police Department to the D.A.R.E. Program. There are presently 23 Detroit Police officers trained to teach D.A.R.E. in Detroit, and another 27 officers in the various metropolitan areas in Wayne County surrounding Detroit, so the total officers teaching D.A.R.E. in the Wayne County area is 50.

PROSECUTION AND ADJUDICATION

In most jurisdictions with a population of 250,000 or more, federal funds have provided prosecuting attorneys with one or more additional assistants for vertical prosecution of drug offenders. These county prosecutors had established career criminal prosecution units for both violent criminals and drug offenders with local funding, however, federal funds provided needed additional staffing. Prosecutors believe vertical prosecution is an effective means of prosecuting drug offenders due to complex issues, innovative investigative techniques and forfeiture laws.

An additional benefit of verticality of prosecution and greater prosecutorial resources for drug cases is the ability to avoid plea bargaining on Schedule I and II drugs in delivery or possession cases for significant amounts. This strong prosecutorial presence assures swift adjudication in most cases, but most importantly, it assures appropriate judicial response to the most serious offenders. Prosecutors provide 24 hour on-call service to law enforcement which assists the teams and drug unit in investigations, search warrant preparation and securance, and on-site execution of warrants. This ability to provide counsel is very important in the development of forfeiture cases as the prosecutors can make decisions relative to the seizure of property or contraband under the authority of the warrant or an otherwise legally sound basis.

To accommodate the requirements of the drug teams and units, the legislature has enacted a law to enable the Attorney General and several prosecutors to convene a multi-county grand jury when it is determined that the investigative approach is appropriate.

CURRENT EFFORTS CONT:

Assistant prosecuting attorneys are attached to the coordinated multijurisdictional drug teams. Prosecutors strongly support multijurisdictional state and local cooperative drug teams as the effective method in apprehending and prosecuting drug offenders.

With the additional assistant prosecutors provided through federal grants, most counties are able to meet the current demand for vertical prosecution. The exception to this is the larger counties where there is a need for additional assistant prosecutors. Further, with the significant increase in enforcement efforts through federal grants, prosecutors who initially believed staffing was sufficient to meet the demand for prosecution, now require additional staff.

Drug cases are moving timely through the adjudication process in most jurisdictions. Courts give drug cases high priority to provide for quick disposition. Often drug offenders plead their offenses because the specialized narcotic enforcement effort provides for tight cases with a high probability of conviction. Additional resources of judges, court personnel, training and equipment are required in the large jurisdictions, particularly Wayne County, to increase the effectiveness of the judiciary in responding to the drug crisis. Further, in the larger courts, the crush of drug related cases makes it difficult for court and probation staff to keep up with the offenders being sentenced. There is a critical need for monitors for sentencing and treatment options, as well as additional alternative sentencing programs to provide for more effective remedies.

CORRECTIONS

In 1975 the population of Michigan's prison system began to exceed its capacity, and during the late 1970s severe crowding in the prison system occurred as a result of continued population growth. Despite efforts to promote alternative programs, convert other facilities to prisons, and build-new facilities, the population growth and its excess over capacity continued. The increase in prison population over the last three years has been the highest on record in Michigan. The Department of Corrections has developed a long range plan to meet its current and future housing needs. In addition to its maximum security prisons, the Department is constructing regional prisons. Five regional prisons added to the system in 1989 provided for an additional 3,108 beds, bringing the total capacity to 29,163 prisoners. During 1990, six new prisons will be opened, providing for an additional 3,488 beds. The Department will construct a psychiatric maximum security facility located near a major university, which will provide treatment services for the prisoners. By 1991, prison capacity will be for 32,000 prisoners.

The Department utilizes Community Residential Programs (CRP) which save constructing some 2,500 prison beds. Inmates placed in Community Residential Programs (CRP) preparatory to being paroled are targets of stringent drug testing and treatment referral policies. This tough approach has required further cooperation between the local substance abuse programs and the Department. Programs experienced in working with Corrections offenders are being asked to provide services inside CRP locations. Referrals to over 365 residential beds will be necessary to fully carry out this policy. Over $6 million has been requested to fund this effort. In the meantime, the Department has been working to strengthen available services for the 2,000 CRP residents.

CURRENT EFFORTS CONT:

Substance abuse is the largest and most significant health problem of persons incarcerated, or having contact with Michigan's criminal justice system through parole and probation. 83% of prisoners in prisons, camps and community residential programs have been identified by the Department's reception center as having a substance abuse problem which requires treatment. It is estimated that the 7,000 parolees have the same proportion of substance abuse problems as prisoners, and data indicates that as high as 88% of the 39,500 probationers have a substance abuse problem.

Because of the considerable impact of substance abuse problems by persons in the correctional system, the Department of Corrections has implemented a pilot substance abuse treatment program with $1 million provided by the Office of Substance Abuse Services and additional state funds. The program will have a strong monitoring component, in part using drug screening procedures. A major evaluation effort will be made starting in 1990, whereby the effort can be evaluated to determine if expected impacts have been achieved, including comparison to a group of similar but non-participant persons. This pilot program currently operates in 13 Department of Corrections locations, serves both men and women, and seeks to improve the correctional rehabilitation process by decreasing recidivism, and decreasing drug-related criminal activity and negative behavior, both inside correctional facilities, and in the community.

The program operates in correctional facilities, camps and community residential centers. Inmates less than one year from discharge are identified as having substance abuse problems and are screened for appropriateness for services. The initial screening process is confirmed by a clinical diagnosis of substance abuse or dependency. Initially, services are provided at least two times per week for a duration of at least three months for a particular inmate. Services include education about substance abuse on a variety of topics, as well as group counseling. Clients participating in services continue their treatment once on parole and released into the community.

To enhance efforts to deal with substance abuse in other prisons and camps which do not have licensed treatment professionals, the Substance Abuse Services Unit is developing an effort to train staff from 20 facilities to present educational information to inmates on a variety of substance abuse topics. For those inmates at the misuse or early abuse stage, information accompanied by peer and counselor support during the program may be sufficient to alleviate problems. For the chemically dependent, the program will inform and assist the inmate in making a decision to seek treatment.

Special Alternative Incarceration (SAI) is a Boot Camp for young male probationers who are first-time felony offenders. The highly structured day in boot camp includes a substance abuse component for the 88% who have a substance abuse problem. Substance abuse prevention information is included for the remaining 12%.

A variation of this approach is proposed for expanded boot camps which will have basic camps, advanced camps and intensive probation, and eventually serve 2,000 young offenders.

CURRENT EFFORTS CONT:

The Department has a plan for substance abuse prevention/education and treatment which includes:

- Expansion of the existing pilot program to include operation at additional sites. This pilot approach offers: (a) a continuum of care starting in an institution, camp or CRP; (b) special conditions of parole for continued treatment, parole supervision and drug testing; (c) regular drug testing as an adjunct to treatment.
- A CRP program expansion consistent with the stringent CRP drug testing policy. The expansion is targeted to make available on-site outpatient treatment, referral to residential treatment and outpatient aftercare following residential at large CRP sites.
- A strong drug testing program for all initiatives.

DRUG TESTING PROGRAM

The Department as part of its detection and deterrence efforts, has a drug testing program. The goal is "to deter and monitor unauthorized use of controlled substances and other prohibited substances among prisoners, parolees and probationers within the Department." The policy is carried out by doing a monthly random, unannounced testing of a 5% sample of prisoners in prisons and camps. Prisoners in community residential programs are tested twice a month, while parolees are tested as appropriate based on drug history, drug-related crime or suspected drug use.

In addition to the random drug testing of prisoners, additional tests are taken if there is reason to suspect drug or alcohol use, and tests are done to ensure and maintain a drug-free state for prisoners placed in Michigan State Industries or being considered for a community placement.

Penalties for drug or alcohol use include a required major misconduct which increases a prisoner's stay in prison. For prisoners in Community Residential Programs (CRP), misconduct also triggers referrals to treatment. Prisoners must be referred to outpatient substance abuse treatment on the first positive drug test, referred to residential treatment on the second positive test, and returned to prison on the third positive test.

The impact of the recent referral portion of the policy is expected to produce referrals accounting for 1,300 outpatient slots and 635 residential beds needed in a year's time, if current drug use rates remain unchanged. An additional 1,000 persons would be returned to prison. Misconducts for substance abuse have serious impact on decisions made by the Parole Board. For parolees, misconducts influence supervision by the parole agent, which may result in a revocation of parole. The results of this drug testing program, combined with other data, permit the following general observation:

- Since testing began, active drug and alcohol use in the prisons is shown to be not extensive in spite of the high proportion of persons (estimated at 80%) with drug and alcohol problems.

CURRENT EFFORTS CONT:

- Positive drug test results have decreased since testing in the prisons began. Prisons reduced their positive rate from 11.1% in September, 1987 to 5.6% in 1989 (yearly averages).

- Prison positive rates for those tested randomly (a representative 5% selection of prisoners) also decreased from 8.8% in 1987 to 3.7% in 1989.

- All prisoners in Community Residential Program centers are tested twice monthly. Although these positive rates are higher than for prisoners in prison, the rates have also decreased from 17.2% to 10.4%.

- Parolees who are tested because of prior substance abuse crimes or behavior have higher rates of positive tests than the other prisoners. This might be expected as the parolees are both in their home communities and selectively tested because they are at a high risk.

- Whereas the general population in treatment has alcohol as the primary drug problem in two out of three cases, the Department of Corrections' population shows extensive use of cocaine and opiates. Cocaine shows up in 49% of all positive community-placed prisoner samples. Parolees show cocaine in 69% of their positive samples. Because of multiple use of drugs, e.g., cocaine and heroin, opiates are also shown in 28% of parolee positive samples.

JAIL AND COMMUNITY CORRECTIONS

Public Act #511 of 1988 created the Office of Community Corrections (O.C.C.) within the Department of Corrections. The Office of Community Corrections provides and coordinates the delivery of programs and services to communities to assist felony offenders, probationers, and parolees with the successful reintegration into their communities.

The Office of Community Corrections has provided funding for substance abuse services in probation residential facilities, and for limited outpatient counseling and treatment programs and services; however more funding is needed for these services. In addition the Office of Community Corrections has provided funding to TASC (Treatment Alternatives for Street Crime) which provides drug testing at the point of initial arraignment in Wayne County. The test results are used by judges in making bonding determinations and referrals to substance abuse programs and services.

In the proposed FY 91 executive budget, there is $6.4 million new funding for drug treatment for individuals under the jurisdiction of the Department of Corrections who reside in or are assigned to halfway houses.

The Michigan Sheriffs Association has informally surveyed sheriffs who report that 80-90% of inmates in need of alcohol or substance abuse education, counseling or treatment services are not receiving adequate services, largely due to the lack of available county and state resources.

CURRENT EFFORTS CONT:

TREATMENT

The mission of the Office of Substance Abuse Services (O.S.A.S.) is to promote the health and welfare of individuals through the reduction of substance abuse, and to participate in efforts to address its social, personal, and economic consequences. The Office of Substance Abuse Services is designated as the single state agency responsible for implementing Michigan's alcohol and other drug programs. Designed to reduce the frequency, duration and severity of health problems resulting from substance use and misuse, these programs specifically aim to: (1) prevent substance abuse problems from occurring; (2) assist persons with alcohol and other drug problems in obtaining appropriate treatment services; and (3) provide treatment and rehabilitation services to those suffering from addiction and other substance abuse related disabilities.

O.S.A.S.'s largest single function is to administer and coordinate all state and public funds allocated for substance abuse treatment, rehabilitation and prevention services. To accomplish this, the Office contracts with 18 local coordinating agencies for the delivery of services within single and multi-county areas. These coordinating agencies, in turn, sub-contract with more than 250 licensed local service delivery programs. The Michigan substance abuse network provides treatment and casefinding services to 133,995 clients. Treatment programs provide assessment and detoxification, outpatient, intermediate and residential care. Casefinding programs provide screening, assessment and referral services. They identify persons who need services and arrange for referrals to programs.

One-half of all clients had involvement with the criminal justice system at the time of admission to a substance abuse services program, with 47% having had at least one arrest six months prior to admission. For 81% of the clients with criminal justice involvement, this was their first admission to a substance abuse program; 62% were under the age of 28, 83% were male, and 63% were either unemployed or only employed part time.

The Office of Substance Abuse Services depends on the 18 regional coordinating agencies to assist in providing needed substance abuse treatment and prevention services. They perform vital administrative and communicative functions, ensuring that local providers understand and comply with substance abuse policies and regulations set by Congress, the Legislature and OSAS. In turn, they work with local advisory boards, county commissioners and service providers to identify local needs and priorities. They also help ensure that state policy makers appreciate the "real world" demands experienced by local providers.

During FY89, Michigan's 18 regional coordinating agencies and five direct service providers spent more than $82 million on substance abuse treatment, prevention, rehabilitation services and administration. Much of this money, $52 million, was provided to OSAS from state general fund and state restricted revenues, federal block grants and interdepartmental funding agreements. Fees collected from service recipients and insurers added another $20 million, while local governments and other agencies contributed $10 million to fund substance abuse services.

CURRENT EFFORTS CONT:

Local prevention initiatives, which reached well over one million people during FY89, are coordinated in each of the regional coordinating agencies by a full time prevention specialist. These specialists work with more than 100 state-funded prevention programs throughout Michigan. Prevention initiatives are implemented through community-based organizations such as churches, schools, community centers, youth groups, senior citizens centers and health care agencies. By working directly with youth or training parents and educators, community prevention workers help youth resist negative peer pressure and develop skills to avoid substance abuse problems.

OSAS administers the Governor's special initiative against alcohol and drug abuse, using funds from the U.S. Drug-Free Schools and Communities Act. This money, about $3.2 million in FY90, supports 32 community and statewide substance abuse prevention efforts, 19 student assistance programs, a conference on drug abuse and the workplace, training on student assistance programs, and mini-grants to community based prevention efforts.

More than 4,000 persons seeking treatment are currently on waiting lists. Those seeking outpatient treatment may not receive attention for up to six weeks; while those seeking residential treatment may have to wait for up to eight months or longer. Of an estimated 750,000 persons in Michigan who experience problems with substance abuse each year, only 8 percent have access to services. Prevention efforts reach only 11 percent of Michigan residents. Aftercare, planned and matched with the same care and deliberation as the initial service, should be a standard part of treatment planning.

The Office of Substance Abuse Services intends to make substantial expansions in treatment for intravenous drug abusers, eliminating waiting lists if possible, to help contain the spread of AIDS. OSAS is providing $1 million for a pilot substance abuse treatment program within the Department of Corrections. During FY90 $9 million will be spent for treatment and counseling of crack cocaine users.

In cooperation with the Departments of Public Health and Education, the Office of Substance Abuse Services is establishing model Student Assistance Programs designed to reduce drunk driving and other substance abuse problems among adolescents. At least $1 million will be devoted to this effort during FY90, which will build upon the Michigan Model. The Michigan Model, a comprehensive health education curriculum with a heavy emphasis on substance abuse prevention, is being implemented in schools throughout the state. Further, OSAS is represented on the Drug Abuse Resistance Education (D.A.R.E.) Advisory Board.

C. RESOURCE NEEDS

The drug war must be fought on two fronts. The supply side must be fought through strong law enforcement. The demand side must be fought through effective education and treatment.

LAW ENFORCEMENT

Michigan has multijurisdictional cooperative narcotic enforcement efforts functioning throughout the state. This major effort must be maintained and expanded to ensure investigations into high level dealers. The cooperative drug teams need additional officers, equipment, and training.

C. RESOURCE NEEDS CONT:

New cooperative teams need to be developed in counties in northern lower Michigan. Many large dealers who deal in the metropolitan areas live in these rural areas and make bulk narcotic shipments there because organized enforcement efforts do not exist. The smaller rural areas do not have available resources for sophisticated drug teams.

Crack dealers and users have deteriorated neighborhoods and expanded efforts to curtail crack cocaine activity must be implemented. Community groups need resources to drive crack dealers and users out of their neighborhoods. This requires additional officers, equipment, and training.

Law enforcement efforts are currently hampered by the lack of legislative tools. Legislation allowing law enforcement agencies to use electronic search warrants and wiretaps is needed.

Michigan needs a statewide computerized narcotic information system to gather and disseminate evidence and intelligence for accurate, timely information sharing. Expanded law enforcement emphasis in the area of drugs has overburdened present intelligence capabilities across the state. The dissemination of intelligence information is the most sensitive and critical function of the process. An Advisory Board comprised of representatives of Chiefs, Sheriffs, Prosecutors, and State Police should oversee the system.

PROSECUTION AND CRIME LABS

Prosecutors have established special units for vertical prosecution of drug offenders. Prosecutors have a vital role in the effectiveness of the multijurisdictional cooperative narcotic enforcement efforts. Prosecutors need additional staff, and training. The State Police crime laboratory effort must be maintained and expanded to assist with prosecutorial efforts. The crime laboratory needs additional personnel and sophisticated equipment to meet the demand created by increased enforcement efforts.

ADJUDICATION

The judiciary system needs additional judges, personnel, and equipment so that the effectiveness of law enforcement efforts is not diminished.

Technical and managerial resources are needed to manage its increasing caseload. Courts cannot be effective in directing offenders to treatment or providing a "deterrent effect" unless meaningful corrections and treatment options are available for sentencing drug offenders.

CORRECTIONS

83% of inmates are diagnosed as needing substance abuse treatment. The Department of Corrections reports substance abuse prevention and rehabilitation services are available on a limited basis. The Department and Office of Substance Abuse Services have coordinated their resources to implement a Substance Abuse Treatment Pilot program. This program will reach 500 clients over a year, and needs to be expanded. The Department is implementing a Substance Abuse Education program which needs to be expanded. A drug testing program has been implemented which will require additional resources. Jails need improved treatment programs for inmates.

RESOURCE NEEDS CONT:

EDUCATION AND PREVENTION

The Michigan Model, designed to install healthy attitudes and habits, is a K-6 program. A program for grades 9-12 is being prepared, as well as an AIDS teaching supplement. 980,780 children in 449 school districts received the Michigan Model curriculum. Over 12,000 teachers are trained in the Michigan Model, which includes every teacher in the Upper Peninsula. Implementation of the Michigan Model curriculum in the remaining districts needs to continue. Three D.A.R.E. training schools are planned for 1990, with the first one slated for March 5, 1990. Funding is needed for additional D.A.R.E. officers to complete the goal of having D.A.R.E. reach every fifth grader in Michigan. A Field Assessment Program needs to be implemented to ensure that curriculum and methodology are being adhered to. In-service training is needed to keep D.A.R.E. officers abreast of new innovative techniques.

D. AREAS OF GREATEST NEED

Drug and violent crime problems are prevalent throughout Michigan. In one sense, all areas of the state are "areas of greatest need". In another sense, drug related problems are most prevalent in the state's population centers. Approximately 51% of the state's population is concentrated in southeastern Michigan counties. Beyond question, the Detroit Metropolitan area accounts for a large share of crime and drug related problems. Other highly populated areas are Genesee and Kent counties. No area remains untouched in Michigan, however, and drug trafficking occurs daily from Detroit to the rural areas in the Upper Peninsula.

Michigan's identification of enforcement needs has evolved over a twenty-year period. Michigan law enforcement officials in the late 60's and early 70's found that no single police department was impacting the growing drug problem. State and federal drug agents were attempting to assist local departments but encountered problems due to large geographic areas of responsibility, lack of intelligence information, and poor communication with local departments.

A strategy for drug enforcment was developed in 1971 when county, city and state officials began to organize state and local multijurisdictional cooperative drug teams. Initially these multijurisdictional teams were formed in southeastern Michigan, but in the 80's, teams were organized from southeastern Michigan to the Upper Peninsula. (See charts, pages 6-8). Today, cooperative drug teams cover a population of 6,732,344 out of a total state population of 9.2 million people.

Priority is given to programs which are involved in state and local multijurisdictional efforts, and target the apprehension and prosecution of conspiracy level drug traffickers.

Priority further is given to street level enforcement so that it will become difficult to sell and inconvenient to buy drugs - a harassment of the "street corner" activity between sellers and users.

Governor James J. Blanchard, in his 1990 drug-fighting initiatives, will step up the war against drugs in neighborhoods where crack cocaine is sold and poses an immediate threat to residents and to the quality of their lives. A community policing program, C.O.P.S., Community Officers Patrolling Streets, needs priority to return neighborhoods to their residents. Further, the Michigan National Guard will be asked to assist cities in demolishing and clearing condemned and abandoned dwellings at the request of the city's Mayor and neighborhood groups.

IMPACT OF STRATEGY CONT:

To achieve a balance in the criminal justice system, the needs of courts and corrections must be given priority. Courts need additional personnel and training, and better sentencing remedies. There is a need for expanded treatment programs for prisoners, parolees and probationers in the correctional system, and inmates in county jails.

The primary goal of demand reduction is to educate - especially school children - so that they will choose not to use drugs. Drug educational programs must receive priority so that every school age child has the information necessary to resist using drugs.

Each project presented for consideration for funding is required to substantiate the nature and extent of the problem which exists in their jurisdiction with statistical documentation. Other important factors are goals and objectives, the project's probable capacity to meet stated goals, and a process for evaluation. Of consideration is the general proportion of population represented by the area applying for funds, and the degree of cooperation and coordination of activities. Based on this approach, the areas of greatest need throughout the state will receive their fair share of federal funds.

E. IMPACT OF THE STRATEGY ON THE DRUG AND VIOLENT CRIME PROBLEM

The priorities selected to receive funding under Michigan's previous strategy were Apprehension, Prosecution and Treatment for Juveniles.

The projects and programs funded under each priority have been evaluated.

APPREHENSION

Federal Grants enhanced narcotics efforts by funding twenty-three Michigan State Police officers and sixty-eight local police officers assigned to cooperative drug teams. This enabled state and local law enforcement agencies to provide an unprecedented level of service to Michigan citizens, which is demonstrated by a overall 42% increase in the number of narcotics investigations initiated in 1988, and another 10% in 1989. There was a 45% increase in the number of persons arrested in 1988, and another 18% increase in 1989. There was a 61% increase in the number of high level violators arrested in 1988 and an additional 12% in 1989; and, an additional 44% increase in 1989 in the amount of assets which were seized on top of a 79% increase in 1988.

New coordinated teams which were funded resulted in the arrests of high level drug traffickers, and increased the arrests of drug dealers in areas where coordinated drug teams previously did not exist.

Individual projects met with high success. Each project is evaluated as follows:

IMPACT OF STRATEGY CONT:

SOUTHEAST MICHIGAN CONSPIRACY INVESTIGATIVE ORGANIZATION
(S.E.M.C.O.)

The Southeast Michigan Conspiracy Organization (S.E.M.C.O.) is funded entirely by a federal grant with match funds provided through the Michigan State Police and six cooperative drug teams. Each supporting drug team is responsible for a geographic area in Southeastern Michigan, and each has state, county and city officers assigned to S.E.M.C.O. The chair of each supporting cooperative drug team board is a member of the S.E.M.C.O. Board of Directors. In this manner, the S.E.M.C.O. drug team becomes aware of organized drug groups so highly sophisticated they escape prosecution under regular drug team investigations. These groups become the targets of S.E.M.C.O. investigations and require extensive time commitments.

The cooperative drug teams supporting S.E.M.C.O. with both matching funds and targets for conspiracy investigations are:

C.O.M.E.T.	- MACOMB COUNTY:	population 694,458
D.R.A.N.O.	- LOWER WAYNE COUNTY:	population 378,000
L.A.W.N.E.T.	- LIVINGSTON, JACKSON, WASHTENAW COUNTIES:	population 606,347
N.E.T.	- OAKLAND COUNTY:	population 1,013,473
O.M.N.I.	- MONROE COUNTY:	population 133,524
W.W.N.	- WESTERN WAYNE COUNTY:	population 500,000

S.E.M.C.O.'s primary investigative responsibility is in the foregoing counties with a total population of 3,325,802, although they also work in the remaining five counties of southeast Michigan, which are St. Clair, Sanilac, Lapeer, Huron, and Tuscola, and the city of Detroit. This area has a total population of 4.7 million, which represents 51% of the population in the state.

The formation of the S.E.M.C.O. team came from the Southeast Michigan Association Chiefs of Police which has a membership of over 333 Chiefs and Executive Officers. The S.E.M.C.O. team is comprised of five state, two federal and eight local officers. Selection of each officer is through nomination from each supporting drug team based on investigative experience and ability to organize complex cases. Several of the officers are of the sergeant rank and two are attorneys. The unit is further represented by an agents from D.E.A. and U.S. Customs and a full time Assistant Prosecutor who is cross designated as an Assistant Attorney General and an U.S. Assistant Attorney.

A central goal for S.E.M.C.O. is to identify and attack the highest level of drug trafficker and organization in southeast Michigan. The team initiated or furthered investigations in 56 cases. These are cases which met a selective criteria, and where conspiracy investigations were the only avenue to pursue. Many are a furtherance of a covert investigation which could not progress at the supporting team level. Several of these cases have radiated out of the metro Detroit area like "spokes on a wheel" to outstate areas.

As a result of these investigations, 76 high level dealers have been arrested on 101 counts of narcotics violations. Even though these figures are significant, a far more important point is the large part these cases play in the overall distribution network involving thousands of individuals. Arrests of high level individuals wreaks havoc on the distribution network and puts many more dealers out of business.

IMPACT OF STRATEGY CONT:

(S.E.M.C.O.) CONT:

S.E.M.C.O.'s efforts in forfeitures have led to the seizure of $188,895 in cash, and assets valued at over $3,950,588. Some of the seizures are in cooperation with the supporting drug teams as a direct result of action taken by S.E.M.C.O. S.E.M.C.O. provided leads and tips which led to additional seizures of cash and assets by the supporting drug teams and other agencies throughout the state. A case which the S.E.M.C.O. team has developed, not reflected in the statistics, involved 21 federal indictments resulting in 20 convictions, (one suspect is a fugitive) and 22 state arrests which are still pending in court.

FLINT AREA NARCOTICS GROUP (F.A.N.G.)

The Flint Area Narcotics Group (F.A.N.G.) Grant Enhancement Project has been in operation for two years. Persons arrested in Genesee County in 1989 total 325, with many on multiple charges, as compared to 281 for 1988. Over fifty fugitive warrants were cleared from other Police Departments. As a result of F.A.N.G.'s informants, three subjects were apprehended for armed robbery and attempted murder.

The Crack Cocaine Team continues to identify the flow of narcotics from the Detroit area to Flint and Saginaw. This is reflected in the number of arrests of Detroit residents at local residences and motels . Drug awareness programs were conducted to local businesses and the local public by F.A.N.G. in cooperation with the local police departments through personal contact and the local media, and resulted in numerous tips and arrests.

The combined efforts of the Crack Team, along with the two street teams, coordinated by the in-depth investigation of the Conspiracy Team, has shown its effectiveness as the total forfeiture assets totaled over $300,000 for 1989, plus the recovery of over $25,000 of stolen property. Cooperation between F.A.N.G., local police departments, and federal agencies has been excellent in Genesee County, resulting in this effectiveness. The Prosecuting Attorney's office now has three vertical prosecutors to handle the case load and forfeitures within Genesee County and are very instrumental to the F.A.N.G. operation.

F.A.N.G. hired a civilian consultant and will instruct local departments in drug identification and intelligence gathering. Another program to be implemented, in conjunction with local and federal agencies, is to chart drug flow and suspect activity within this county. F.A.N.G. implemented the "Knock and Talk" approach. This has proven very effective in neighborhoods where numerous complaints have been received and undercover involvement is not appropriate.

In analyzing intelligence information it is believed that the effectiveness of F.A.N.G. over the past several years has led to the reduction of Class I dealers in Genesee County. Street word indicates that it is harder to buy large quantities of drugs in this county and undercover officers believe this to be true. It is apparent that enforcement efforts are working.

IMPACT OF STRATEGY CONT:

The following is a summary of substances removed from the Genesee County community in 1989:

SUBSTANCE	MEASURES
Heroin	87 Grams
Cocaine	3,865 Grams
Marijuana	535 Pounds
Other Dangerous Drugs	3,000 Units

Estimated street value is $1,239,844.
Seventy-six (76) informants were developed.
Sixty (60) search warrants were issued.
Sixty-five (65) firearms were seized.

SOUTHWEST ENFORCEMENT TEAM
(S.W.E.T.)

At the end of 1989, the Southwest Enforcement Team had a staff of thirteen officers and one prosecutor. Of those, three officers and the prosecutor were funded from a federal grant. A fourth officer, funded from the grant for two years, is now fully paid from forfeiture funds compiled by the team.

S.W.E.T. works in Van Buren, Kalamazoo, Calhoun, and St. Joseph counties, and five other surrounding counties when the need arises. The majority of the investigations handled by S.W.E.T. involve Kalamazoo County as Kalamazoo is the primary population hub of the counties covered by S.W.E.T, and many of the officers are from Kalamazoo County. They bring much knowledge of the area to the operation as well as personal relationships with the uniform officers from the county. This knowledge and these relationships result in a far greater number of tips and other types of information regarding drug trafficking.

Battle Creek in Calhoun County is the second population hub in S.W.E.T.'s area and has a serious problem with the illegal use, sale, and distribution of drugs. In an effort to be more responsive to the needs of that area, plans are being developed to expand S.W.E.T. into a three team concept with the third team staffed by Calhoun County personnel and housed in the Battle Creek area.

S.W.E.T. arrested 42 persons on 114 counts.
Drugs seized were:

SUBSTANCE	STREET VALUE
Amphetamine/Methamphetamine	$ 278,755
Cocaine	490,500
Heroin	778,800
Marijuana	433,540
Other	240
	$1,981,835

IMPACT OF STRATEGY CONT:

FORFEITURES OBTAINED

Cash	$ 240,756
Property (Includes 4/vehicles)	32,677
	$ 273,433

WESTERN MICHIGAN ENFORCEMENT TEAM
(W.E.M.E.T.)

The West Michigan Enforcement Team (W.E.M.E.T.) has an operational area of Allegan, Kent, Muskegon and Ottawa Counties. Federal grants have funded three of the seventeen officers and two prosecutors on a half time basis. With expansion through federal funds, W.E.M.E.T. reassigned personnel to three enforcement "buy" teams and one conspiracy investigation team. The three drug enforcement teams continue to investigate narcotics trafficking, while the conspiracy team has concentrated its efforts on organizational conspiracies involved in narcotics trafficking. The conspiracy team has identified several drug trafficking organizations operating within the area. Officers assigned have been successful in one such investigation which has resulted in 4 arrests, an additional anticipated 8 arrests, seizure of cash and assets in excess of $90,000 and the purchase of one kilogram of cocaine from a California source. They have been responsible for at least 35 kilograms of cocaine being introduced to Western Michigan.

W.E.M.E.T. officers have identified a suspect who is in the process of attempting to establish a Methamphetamine manufacturing lab. The suspect has ties to California and recently moved back to Michigan. Through the efforts of investigators who are working closely with the D.E.A., it is anticipated that arrests will be made in the near future in both Michigan and California. A very dangerous controlled substance will not have the opportunity to be introduced to the area as officers will make arrests before the lab goes into operation.

Officers have also maintained a very close working relationship with the Immigration and Naturalization Service. Cooperative investigations have resulted in a successful enforcement effort resulting in seizures of 165 pounds of marijuana, and $35,000 in cash.

During 1989, the W.E.M.E.T. operation initiated 256 investigations, which resulted in the arrest of 144 persons on 239 charges. Seized were 2,487 grams of cocaine, 241 pounds of marijuana and 1,934 units of other dangerous drugs. Also seized were cash and assets in excess of $240,000. Drug seizures have a street value of at least $557,677.

STRAITS AREA NARCOTICS ENFORCEMENT
(S.A.N.E.)

The Straits Area Narcotics Enforcement Team (S.A.N.E.), working in an 8 county area in northern Michigan, consists of two state and one local officers funded with federal funds, one additional State Police officer, funded with state money and one additional local officer funded by forfeiture and local funds. The S.A.N.E. Team contracts with the Chippewa County Sheriff Department to assist the U.S. Customs Service at the International Bridge in Sault Ste. Marie. When Zero Tolerance arrests are made at the border crossing, S.A.N.E. makes the arrest and initiates state prosecution.

IMPACT OF STRATEGY CONT:

(S.A.N.E.) CONT:

During 1989, a total of 224 complaints were initiated (172 Zero Tolerance, 52 street team investigations). A total of 217 arrests were made during 1989 (172 Zero Tolerance arrests, and 45 street team arrests). The value of controlled substances seized was $206,000. Cash and property seized in 1989 totaled $111,432. S.A.N.E. officers have noted a decrease in the price of cocaine in northern Michigan from $2,000 for an ounce of cocaine in 1988 to $1,500 per one ounce of cocaine in 1989.

UPPER PENINSULA SUBSTANCE ENFORCEMENT TEAM
(U.P.S.E.T.)

The Upper Peninsula Substance Enforcement Team (U.P.S.E.T.) was created on January 1, 1988 as a multijurisdictional cooperative state and local narcotics enforcement effort in the twelve central and western counties of Michigan's Upper Peninsula. During the second year of operation, federal funding reductions would have eliminated one of the U.P.S.E.T. narcotics teams, resulting in a 50% reduction in enforcement capabilities, however, continued commitment by state and local officials maintained the full team.

Activity for U.P.S.E.T. reflected a steady increase for the second year with nearly a 20% increase in complaint investigations. Arrests increased by 43% (1988 - 49 arrests/1989 - 86 arrests). Class I, II and III level dealers arrested more than doubled with asset seizures of $57,349 (6.8% increase) and asset forfeitures of $37,656 (50% increase). While seizures for cocaine were less during 1989, marijuana seizures reflected a tremendous increase; approximately 45 lbs. in 1988 vs 619 lbs. in 1989, with a large percentage being seized from indoor growing operations utilizing sophisticated growing equipment. In addition to these seizures, U.P.S.E.T. officers participated in Operation H.E.M.P. by providing intelligence information regarding marijuana plots under cultivation and flying aerial missions with the Michigan Air National Guard as trained spotters.

This cooperative enforcement effort which involved the Michigan State Police and numerous local agencies was several weeks in duration and resulted in the detection of more than 300,000 marijuana plants under cultivation in the central and western counties of the Upper Peninsula. This marijuana crop reportedly represented more than half of all cultivated marijuana detected during operation H.E.M.P. in the entire state.

BAY AREA NARCOTICS ENFORCEMENT TEAM
(B.A.Y.A.N.E.T.)

A four person team was assigned to the B.A.Y.A.N.E.T. cooperative team for the purpose of generating and maintaining investigations of "high-level" narcotics trafficking. This team impacted the major increase in narcotics trafficking and related crimes occurring within the Saginaw community by pinpointing significant dealers. Activities included an investigation into the activities of a multi-ounce cocaine dealer with significant connections to a Mexican/American group working out of Florida; arrest and conviction of a multi-ounce cocaine dealer supplying Saginaw and the surrounding community - related seizures in this case included a home, vehicles and a significant amount of cash; and, the arrest and conviction of a multi-ounce cocaine dealer with major ties to a California drug connection.

IMPACT OF STRATEGY CONT:

The value of drugs seized was $199,678. Drugs seized were 14 grams of heroin, 2,099 grams of cocaine, and 13.5 pounds of marijuana. Arrests for 1989 were 370 compared to 153 in 1988. Forfeitures in 1989 amounted to $198,211, compared to $34,276 for 1988.

DOWNRIVER AREA NARCOTICS ORGANIZATION (D.R.A.N.O.)

D.R.A.N.O. is a multijurisdictional cooperative state and local team representing seventeen Downriver Detroit Communities. A new street level crack cocaine enforcement team was added to D.R.A.N.O. through federal funds to deal with the proliferation of crack cocaine sales and abuse in the low-income neighborhoods. A crack cocaine hotline was installed.

The Wayne County Prosecutor's Office added a special prosecution unit to handle court proceedings in larger drug cases, which has proven to be an important tool for D.R.A.N.O. in effectively prosecuting large scale narcotic traffickers. In 1989, D.R.A.N.O. officers made 188 arrests. The total for Class I and II dealers arrests was 16. The street value of drugs seized was $207,183. The quantity of drugs seized was as follows: Cocaine, 5,050.39 grams; Marijuana, 13.26 lbs.; Methamphetamine, 477.78 lbs.; LSD, 201 units. During 1989, approximately $73,651 in cash was seized and $86,100 in vehicles.

LIVINGSTON, JACKSON, WASHTENAW NARCOTICS ENFORCEMENT TEAM (L.A.W.N.E.T.)

L.A.W.N.E.T. experienced growth in personnel and geographic areas of responsibility in 1989 with the addition of Jackson County Sheriff's Department, Jackson Police Department, Howell Police Department and Ypsilanti Police Department through federal funds. L.A.W.N.E.T. now serves Washtenaw, Livingston and Jackson counties with 18 officers from 7 departments. Local narcotics teams at Ann Arbor Police Department and Washtenaw County Sheriff's Department were dissolved for reassignment to L.A.W.N.E.T.

L.A.W.N.E.T. initiated 190 complaint investigations in 1989 resulting in 155 persons arrested on 226 counts. $53,100 worth of cash and personalty were forfeited. During 1989, L.A.W.N.E.T. was responsible for the purchase and seizure of 2050 grams of Cocaine, 532.5 pounds of Marijuana, 1 gram of Heroin, and 5411 units or "hits" of other dangerous drugs. The street value of all drugs seized was $764,855.

IMPACT OF STRATEGY CONT:

INTERDICTION AND CONSPIRACY ENFORCEMENT TEAM
(I.C.E.)

The I.C.E. Team consists of five State Police Officers whose role is to target interstate transportation of drugs and groups who conspire to import drugs into Michigan. This team has established a statewide interdiction program focused on airports and interstate transport facilities in outstate Michigan. A toll free tip line has been established and literature advertising the interdiction program has been disseminated. This resulted in a greatly enhanced working relationship with those persons involved in interstate commerce and in numerous tips, enabling the team to participate in significant investigations, arrests and seizures. During 1989, the I.C.E. team began twelve new criminal investigations involving conspiracy to violate state or federal drug laws. The largest share of casework continues to be joint operations with federal, state and/or local investigative groups. Intelligence gathering has been expanded and approximately eighty active inquiries are currently open.

The team terminated a joint case with Florida federal and state authorities involving a wiretap, and resulted in the seizure of $155,000. Several arrests and indictments will result. Team officers assisted D.E.A. and I.R.S. in a case which resulted in seizure of one million dollars in assets. Arrests are expected early in 1990. Interdiction efforts have been expanded in joint airport operations with the D.E.A. Detroit Metro Airport Group. Operations directed at outstate Michigan airports will continue into 1990. The team has recently developed a cooperative venture with U.S. Customs aimed at cross border operations to be implemented in 1990.

One new Organized Crime Drug Forfeiture Task Force (O.C.D.E.T.F.) Federal case was opened in Western Michigan which targets a large marijuana importation group operating out of the southwest border region. The expanded intelligence operations projected in early 1989 have been accurate and will continue into 1990.

FINANCIAL INVESTIGATION TEAM
(F.I.T.)

The Financial Investigation Team consisted of one Michigan State Police officer working in conjunction with the U.S. Attorney for the Western District and representatives from Customs, D.E.A., F.B.I., and the I.R.S. The team's activity focused on large scale importers, and a significant business venture which appeared to be fronting for this important activity. Measurable results from the team's activities did not result, so the team discontinued its activities in the fall of 1989 and will reinstate its efforts if new evidence or information is obtained.

TRI-COUNTY METRO NARCOTICS
(M.E.T.R.O.)

The Tri-County Metro Narcotics Squad is a cooperative drug team which operates in Ingham, Eaton, and Clinton counties. Nine agencies contribute officers to the team, while numerous other agencies and political units of government contribute funds to help pay salaries of officers.

IMPACT OF STRATEGY CONT:

(M.E.T.R.O.) CONT:

A federal grant, now in its third year, supports a forfeiture unit comprised of two detectives and a prosecutor. The benefits from the activities of the Asset Forfeiture Unit are two fold: (1) Current and potential drug dealers are deterred from their activity by removal of a prime ingredient for their crime - money; (2) Forfeited assets are used to fund and enhance the drug fighting ability of the Squad. In 1989, the team successfully forfeited money and property totaling $381,380. M.E.T.R.O.'s acitivity for 1989 included arrests of 197 persons, for 304 counts.

DRUGS SEIZED

Heroin	715 Grams
Cocaine	5578 Grams
Marijuana	2528 Pounds
Other Dangerous Drugs	121,145 Units
STREET VALUE OF DRUGS SEIZED	$5,369,011

TRAVERSE NARCOTICS TEAM
(T.N.T.)

1989 was one of the most successful years since the Traverse Narcotics Team was organized in 1982. The team more than doubled their prior year's statistics in the areas of Persons Arrested, Arrest Counts, and Complaints Initiated. This was due primarily to the federal funding enhancements. Participating agencies were able to fund two local officers and a financial investigator which enabled T.N.T. to reorganize with two teams. Greater efficiency and a more effective response to local agencies has resulted.

T.N.T. presently serves 6 counties in the area surrounding Traverse City. Due to the additional officers, T.N.T. has been able to make several arrests in each of the participating jurisdictions in the past year. T.N.T. received much needed input of intelligence information from the various counties as to drug trafficking suspects.

The Traverse Narcotics Team recorded the following activities for 1989:

Complaints Initiated	103
Persons Arrested	76
Arrest Counts	120
Cocaine Seized	1,590 Grams
Marijuana Seized	1,152 Pounds
Street Values of Drugs Seized	$895,159
Money & Property Seized	$ 31,684

IMPACT OF STRATEGY CONT:

KENT LAW ENFORCEMENT AREA NARCOTICS

A drug team was implemented which coordinated seven local police agencies in the greater Grand Rapids area. In conjunction with D.E.A., the team initiated a drug interception program by placing a narcotics trained dog and personnel at the Kent County International Airport to profile passengers. There were 288 arrests in 1989. Forfeited cash and property amounted to $766.121. Substances removed from the community were 7,814 grams of cocaine, and 148 pounts of marijuana. Street value of drugs seized is $1,324,648.

The Kent County Sheriff Department and Grand Rapids Police Department, together with other law enforcement agencies in Kent County have now formed the Kent County Metropolitan Drug Unit. This unit, which includes assistant prosecutors, is housed in one office, providing maximum interagency cooperation and coordination.

IONIA, MONTCALM AGAINST DRUGS
(I.M.A.D.)

The I.M.A.D. team is a state and local multijurisdictional cooperative team comprised of two state police and three local officers. The team began operations in October, 1989, supported by federal, state and local funds. The team works in Ionia and Montcalm counties and is the successor to B.I.M.A.D., a local team which operated for 18 months, and included Barry county. In the few months of operation, the team has arrested three subjects and has active cases involving 15 subjects. The team seized 55 lbs. of marijuana valued at over $55,000. The team has seized cash, vehicles, and other property valued at $20,000.

WAYNE COUNTY SHERIFF'S DEPARTMENT

The Wayne County Sheriff's Department has three narcotics enforcement teams in addition to their participation in the D.E.A. Metropolitan Airport Group. The Metro narcotics team, funded under a federal grant, is located in Hamtramck. The focus of this team is on narcotic conspiracies and long term investigations. During 1989, the team conducted 169 raids, arrested 499 persons, and seized 71.8 pounds of marijuana; 5.25 ounces of heroin; 2.9 pounds of cocaine and $55,482 in cash.

THUMB NARCOTICS UNIT
(T.N.U.)

The Thumb Narcotics Unit consists of three state police and three county officers from Huron, Sanilac and Lapeer counties. T.N.U. was implemented in May, 1989 and devoted early months to operations and personnel training. T.N.U. initiated 28 complaints and arrested 12 subjects on 19 arrest counts. The value of controlled substances seized was $61,563 with pending forfeitures of $51,422. T.N.U. is governed by a Board of Directors which consists of sheriffs, local police department chiefs, elected county officials, and representatives from the Michigan State Police. The participation of these agencies has enhanced cooperative efforts in all areas of law enforcement for the four county area serviced by T.N.U.

IMPACT OF STRATEGY CONT:

SOURCE INFORMATION RETRIEVAL SYSTEM
(S.I.R.S.)

The Source Information Retrieval System (S.I.R.S.) grant initiated the automation of criminal activity information within the Michigan State Police. Drug enforcement efforts benefit through early detection of duplicate investigative efforts. S.I.R.S. provides enhanced search capabilities to aid in the identification of crime indicators and individuals participating in organized criminal activities. Automation will provide for timely evaluation and collation of information, efficient management of existing data, and improved analytical time for strategic information development. This is the first implementation phase of a statewide intelligence narcotics information system.

MULTIJURISDICTIONAL COOPERATIVE STATE AND LOCAL DRUG TEAMS, ALL STATE POLICE TEAMS, AND A LOCAL COUNTY TEAM WHICH ARE TOTALLY FUNDED WITH STATE, LOCAL, AND FORFEITURE FUNDS EXIST THROUGHOUT THE STATE, AND ARE AS FOLLOWS:

OFFICE OF MONROE NARCOTICS INVESTIGATION
(O.M.N.I.)

The Office of Monroe Narcotic Investigations (O.M.N.I.) operates in Monroe county and consists of five State Police officers, two of whom were added in 1989, three officers from the Monroe County Sheriff Department, one of whom was added in 1989 and two officers from Monroe City Police Department, one of whom was added in 1989. A second team was implemented as a result of the additional officers. There were 142 arrests in 1989, up 29% from 110 arrests in 1988. There was a 13% increase in complaints, up from 128 in 1988 to 145 in 1989. Drugs seized were 1810 grams of cocaine, 18 pounds of marijuana and 14 units of codeine, with a street value of $245,000. Forfeitures seized were $17,600 plus 10 vehicles.

NARCOTICS ENFORCEMENT TEAM
(N.E.T.)

The N.E.T. team is a state and local multijurisdictional cooperative team operating in Oakland County. Three additional officers were added to the N.E.T. team in 1989 bringing the total assigned officers to 25. N.E.T. has three street narcotic teams and one major case team working closely with the Grand Jury, which began in September, 1989.

The N.E.T. unit initiated 265 complaints in 1989 as compared to 264 in 1988. The number of arrests for 1989 was 425, an increase of 16 over 1988. The street value of drugs seized in 1989 was $1,359,049 compared to $1,824,390 in 1988. In 1989, the N.E.T. unit purchased/seized 11,012.7 grams of cocaine compared to 14,307.5 grams seized in 1988, however dangerous drugs are up significantly in 1989; 2057 units purchased/seized compared to 113 units in 1988. N.E.T. seized $2,305,920 in cash in 1989 as compared to $146,044 in 1988. The FMV of property seized in 1989 was $2,647,265 as compared to $125,754 in 1988.

IMPACT OF STRATEGY CONT:

COUNTY OF MACOMB ENFORCEMENT TEAM
(C.O.M.E.T.)

C.O.M.E.T. consists of 5 State Police officers, and 6 officers from 4 local departments. The unit will double in size during 1990 with commitments from 4 departments from Macomb County to provide additional officers. C.O.M.E.T. is governed by a Board of Directors which consists of the Macomb County Sheriff, local department Chiefs, and Michigan State Police. The Board is becoming more involved in the growth of the team which will result in better drug enforcement in Macomb County. During 1989, C.O.M.E.T. initiated a case which resulted in a Federal Wire Tap with assistance from the D.E.A. and the F.B.I. This case turned into one of the largest cocaine cases in the Metropolitan area's history with at least 30 indictments expected to be returned in early 1990. Officers made 138 arrests in 1989. Drugs seized were 16332.5 grams of cocaine; 1002 grams of heroin; 22 pounds of marijuana, and 20 units of dangerous drugs. The street value of drugs seized was $3,752,660. Forfeitures seized were $909,579.

WESTERN WAYNE COUNTY NARCOTICS UNIT
(W.W.N.)

The Western Wayne state and local multijurisdictional cooperative drug team consists of 5 State Police and 5 local officers. W.W.N. represents 9 jurisdictions in western area of Wayne County. Officers made 119 arrests in 1989 and investigated 180 complaints. 2174.55 grams of cocaine, 142.5 pounds of marijuana, 177.7 grams of heroin and 354 units in dangerous drugs were seized. The value of drugs seized was $496,986. Forfeitures seized were $60,698.

NORTHERN NARCOTICS UNIT
GAYLORD

The Gaylord Team is an all state police 5 member team. This team is assigned to work 16 northern counties which extend from Lake Michigan to Lake Huron. The activity of the team included 26 arrests on 38 counts. Drugs seized were 37 grams of cocaine, 21 units of LSD, and 21 pounds of marijuana. Street value of drugs seized was $11,757.

EAST LANSING NARCOTICS TEAM

The East Lansing Narcotic Team is an all state police 5 member team. The East Lansing Team is responsible for narcotic enforcement in 10 counties. This team is involved in Operation H.E.M.P. as the counties served are predominately rural. The team relies heavily on the use of informants to investigate narcotic activity. The team made 40 arrests. Drugs seized were 98 units of LSD, 2684.8 grams of cocaine, and 138 pounds of marijuana. Value of drugs seized is $418,694. Forfeitures seized were $10,356.

IMPACT OF STRATEGY CONT:

THE FUGITIVE INVESTIGATIVE STRIKE TEAM
(F.I.S.T.)

The Fugitive Investigative Strike Team (F.I.S.T.) locates and arrests persons wanted for murder, armed robbery, rape and kidnapping. There are currently 1,000 persons wanted for these offenses in Michigan. In addition, F.I.S.T. initiates investigations of convicted escapees. During 1989, F.I.S.T. arrested 86 of Michigan's most wanted felons. F.I.S.T. has captured 203 of the fugitives on Michigan's Most Wanted List since its inception. With this high number of violent criminals loose in society, F.I.S.T. has had to limit their activities. A survey conducted in 1989 revealed that 643 persons were wanted in Michigan for manufacturing, distribution, smuggling, or sale of illegal drugs. 490 or 76% of these persons were wanted for cocaine and heroin trafficking. Currently, a second team is needed to locate narcotic fugitives.

DRUG ASSET RECOVERY TEAM
(D.A.R.T.)

Drug Asset Recovery Team was formulated in January, 1989. The D.A.R.T. team is comprised of state police investigators, and state treasury agents and auditors. This team works with the cooperative drug teams. Agents arrive on the scene after a drug raid, and use lap top computers to calculate tax liabilities on suspected drug dealers. The tax liabilities are based on illegitimate income derived from the sale of illegitimate narcotics. The tax liability first encumbers and eventually deprives the drug trafficker of any profit realized from the sale of illegal drugs. The D.A.R.T. team worked jointly with many police agencies during 1989. As of January, 1990 the D.A.R.T. team developed 57 individual tax liabilities totaling $22,072,257. Additionally, properties valued at $347,000 are under seizure awaiting disposition.

DIVERSION INVESTIGATION UNIT
(D.I.U.)

The Diversion Investigation Unit is a 4 member state police team which covers all of the 72 outstate counties. Another team covers the remaining southeastern counties. They investigate physicians who illegally prescribe prescriptions which end up on the streets as drugs for sale. Activity includes undercover investigations and joint investigations with federal and state agencies, and insurance companies (BCBS). D.I.U. is the only team for diversion of drugs by medical professionals in patient care facilities, such as hospitals and nursing homes. Cases are taken on the priority of patient endangerment because the diversion of medication is usually for patients in emergency rooms or intensive care units, where diversion could cause death to the patient. The new triple-script law provides an additional number of investigative leads for D.I.U. D.I.U. activity for 1989 includes 20 arrests, $27,214 in value of drugs seized, and $1,613,869 in forfeitures seized.

IMPACT OF STRATEGY CONT:

BERRIEN COUNTRY NARCOTICS TEAM

The Berrien County Sheriff's Department Narcotic Team is funded by a county millage. The ten member Sheriff's Department narcotics team has identified or arrested approximately six groups of major narcotics traffickers in southwestern lower Michigan. Of these groups, ten of the offenders have been sent to prison with several cases still pending or investigations still in progress.

During 1989, the team handled 995 complaints, made 227 arrests, and seized $639,313 in illegal drugs. The team worked on cases in conjunction with the Benton Harbor F.B.I. office and the Grand Rapids D.E.A. office.

PROSECUTION

A total of thirteen assistant prosecutors are supported by federal grants in the counties of Wayne, Genesee, Oakland, Macomb, Kent, Saginaw, Ingham, Kalamazoo and Ottawa and Muskegon. Further, the Michigan State Police and Detroit Police Crime Laboratories received additional personnel and equipment. Federal funds were matched by forfeiture funds.

KALAMAZOO COUNTY PROSECUTOR'S OFFICE
(S.W.E.T.)

The Kalamazoo County Prosecutor's Office assigns the Chief of the Special Prosecutions Division on a full-time basis to the Southwest Enforcement Team for vertical prosecution of criminal and civil cases. During 1989, 39 arrest warrants were issued by the Special Prosecutor, with 33 already resulting in convictions. The average number of days between arrest and disposition was 170. Further, at the end of 1989, the Special Prosecutor was handling civil forfeiture cases involving over $200,000 in seized assets.

During 1989, the Special Prosecutor had the opportunity to work very closely with the S.W.E.T. team, as well as other federal and state law enforcement agencies. The Special Prosecutor was able to become involved in both criminal and civil cases during the investigative stage, providing legal advice concerning the drafting of 21 search warrants, attending arraignments to insure high bonds, and other legal functions not normally performed by Assistant Prosecutors. The Special Prosecutor was also available on a 24 hour a day basis to all members of the Southwest Enforcement Team to provide legal assistance. The end result was that during 1989, none of the criminal or civil cases initiated by the Special Prosecutor were dismissed by the courts for legal insufficiency.

IMPACT OF STRATEGY CONT:

INGHAM COUNTY PROSECUTOR'S OFFICE
(M.E.T.R.O.)

A specialized unit in the Ingham County Prosecuting Attorney's Office was formed to investigate and pursue civil forfeiture of assets in drug cases. The unit consists of one Assistant Prosecuting Attorney and two investigators who are sworn police officers. All staff assigned to this unit are involved exclusively with civil forfeiture activity and do not pursue criminal drug cases. While activity is limited to forfeiture of assets seized during drug raids and arrests, the assigned Assistant Prosecutor is available to narcotics officers for legal advice, drafting of search warrants, and other related activities. The team works in concert with, and is an integral part of the Tri-County Metro Narcotics Squad (M.E.T.R.O.).

WAYNE COUNTY PROSECUTOR'S OFFICE
(P.D.U.)

The Prosecutor's Drug Unit specializing in vertical prosecution of major drug offenders is comprised of three experienced assistant prosecuting attorneys directed by a deputy chief and assisted by an experienced drug investigator. This unit is responsible for prosecution of all persons charged with sale or possession of over 225 grams of narcotics, and a selected group of cases of offenders charged with sale or possession of less than 225 grams. The Unit also prosecutes a limited number of homicide cases directly involving drug traffickers. The unit provides for uniform policy standards for all major drug cases, and a uniform plea bargaining policy which has reduced plea bargaining almost to zero. The unit is available to drug strike teams 24 hours a day for consultation and search warrant authorization.

The P.D.U. also has responsibility for the authorization narcotic search warrants in Wayne County, 24 hours a day, 7 days a week. During daytime hours police officers, either in person or by use of the FAX, present their search warrant to the P.D.U. for approval. Outside of business hours, the Drug Unit prosecutors are available on a rotating basis for search warrant approval for the entire county. This policy has resulted in much more uniform practices and policy standards in the authorization of narcotic search warrants.

The P.D.U. prosecutors work very closely with all local and state drug strike teams within Wayne County, with DEA, ATF and the U.S. Attorney's Office in drug unit investigations and prosecutions.

The P.D.U. has prosecuted more than 200 substantial drug dealers and their associates since the unit's inception; has convicted more than 80% of those prosecuted, has gotten more than 25 mandatory life sentences in 1 1/2 years; and has gotten prison sentences for 75% of those convicted.

IMPACT OF STRATEGY CONT:

MACOMB COUNTY PROSECUTOR'S OFFICE
(C.O.M.E.T.)

Drug Unit staffing continues at five full time attorneys. All drug warrants are authorized by the drug unit. The most serious or complex cases are handled by the unit, and are prosecuted vertically beginning with preliminary exam through trial and appeal. Members of the unit have a reduced case load to assure vertical prosecution. The disposition of all cases are subject to policies and guidelines published by the Drug Unit Chief. These policies severely limit plea-bargaining on drug cases. Two assistant prosecutors are available for 24 hour consultation to police agencies to enhance legal input into the early investigative stages with the intent to minimize problems which can impede successful prosecution. One assistant prosecutor has the sole responsibility for litigation of forfeitures. The increased attention to forfeitures has resulted in a more expeditious resolution of forfeiture cases. 1,325 cases and 1,485 charges were authorized during 1989.

KENT COUNTY PROSECUTOR'S OFFICE

A staff of three prosecutors and one paralegal have now moved into the new Kent County Metropolitan Drug Enforcement Unit headquarters along with officers of Kent County law enforcement agencies. Nearly all drug warrants and drug search warrants are produced within the unit as well as work pertaining to asset forfeitures. Computer terminals tied to the main prosecutor's management system make access to prior information and timeliness of entry of new data effective and dependable.

While Kent County has always enjoyed an excellent staff of prosecutors available to prosecute drug cases, the convenient access to officers expert in the area has helped attorneys assigned to the unit. Procedures have been formulated and information has been made available to officers with regard to correct procedures thus enhancing prosecution success. This will result in uniformity of investigations, charging, and prosecution.

SAGINAW COUNTY PROSECUTOR'S OFFICE
(B.A.Y.A.N.E.T.)

The drug division continued during 1989 with two experienced assistant prosecuting attorneys assigned exclusively to prosecute drug cases. Cases are generated by B.A.Y.A.N.E.T., Saginaw Police Department Special Operations, Saginaw County Sheriff's Department Detectives and patrol divisions from all police departments. In response to citizen's complaints and municipal pressure, BAYANET and Special Ops concentrated on street buy busts and crack house search warrants in the summer and fall of 1989 with mixed results.

IMPACT OF STRATEGY CONT:

(B.A.Y.A.N.E.T.) CONT:

In 1990, narcotics prosecutions will be targeted as the principal law enforcement effort of the office and the four most experienced assistant prosecuting attorneys will be assigned to supervise local police department narcotics investigations. Numerous high-level conspiracy narcotics investigations are in process. B.A.Y.A.N.E.T. will have a separate team assigned to Saginaw County due to increased I-75 Detroit originated narcotics trafficking. A multi-county grand jury is being studied and evaluated to combat the I-75 problem. This problem is most recently demonstrated in a case where 11 people from Detroit are charged in a 7-count warrant with delivery and conspiracy to deliver cocaine as well as delivery of cocaine to minors, extortion and child abuse, since the Detroit sellers utilized juveniles to sell on the streets of Saginaw. This case involves the torture of one juvenile by burning to induce the juvenile's participation in the drug traffic.

Closer cooperation with the United States Attorney in Bay City and FBI/DEA has been fostered by monthly narcotics meetings and has resulted in the FBI assigning one full-time agent to B.A.Y.A.N.E.T. The Prosecuting Attorney and the resident FBI agent in charge participate in the local Saginaw County/City Drug Task Force which is leading the citizen involvement in the drug education arena and plans to implement D.A.R.E. in inner city schools in Saginaw County.

GENESEE COUNTY PROSECUTOR'S OFFICE
(F.A.N.G.)

The Vertical Narcotics Prosecution unit consists of three assistant prosecutors specializing in narcotics cases. This unit works closely with the Flint Area Narcotics Group (F.A.N.G.), and with local law enforcement departments at the investigative and prosecutorial stages, including planning and advice prior to initiation of controlled buys, advice in all phases of ongoing investigations, especially regarding search and seizure issues, search warrant preparation and authorization, review and authorization of warrant requests, and all court appearances, hearings and motions regarding pre-trial, trial and certain post-trial matters.

During 1988 and 1989, this Unit has been responsible for the following:

	1988	1989
Search Warrants Issued	200	288
Arrest Warrants Issued	593	704
Charges/Counts Issued	627	693
Circuit Court Trials	20	32
Guilty Pleas/Convictions	224	300

IMPACT OF STRATEGY CONT:

(F.A.N.G.) CONT:

Despite the small size of the Narcotics Vertical Prosecution Unit, it now addresses approximately 25.6% of the criminal prosecution charges brought by this office. This is an increase from 1988, when drug cases accounted for 18.2% of the charges. The result of having this program in effect has been an ability to respond much more quickly and efficiently to the resolution of drug charges. As opposed to other criminal charges, there is a much shorter time between arrest and disposition of drug cases versus other crimes; in fact, this period has now been reduced to an average of one hundred twenty-one (121) days between arrest and adjudication. (The time between Circuit Court arraignment and disposition is less than ninety (90) days.) However, this quicker disposition has not resulted in a lessening of quality, through the first three quarters of 1989 there was only one acquittal. The efficiency of this unit has also been assisted by the utilization of a fax machine for receiving copies of laboratory reports from the Michigan State Police analyzing the controlled substances. A further benefit of establishing this unit is a very close working relationship between drug law enforcement officers and the Prosecutor's Office, and a very high level of consistency and uniformity in the charging, processing and disposition of drug cases.

OAKLAND COUNTY PROSECUTOR'S OFFICE
(N.E.T.)

The Anti-Drug Unit of Oakland County is comprised of two experienced assistant prosecutors, one of whom is cross-designated as special Assistant U.S. Attorney. This unit is actively involved in developing cases against both the street level dealers and those persons identified in drug distribution organizations, and is responsible on a 24 hour basis to assist in the development and authorization of search warrants. The assistants also provide education for any police agency requesting assistance in their training programs. The assignment of special prosecutors to this unit provides knowledgeable assistants to handle complex issues from the onset of a case to ensure the successful completion and conviction. The close working relationship between the prosecutor's office and drug teams, as well as investigators specially assigned to investigate illegal drug activities, provides for the accumulation and exchange of intelligence on illegal drug trafficking enabling the development of better cases.

This unit is also responsible for assisting the Oakland County Citizens Grand Jury whose efforts have resulted in the indictment of high level members of drug organizations as well as the street level dealers. 1989 activity includes 110 search warrants, and 220 arrest warrants. The average number of days between arrest and final disposition is 112.

OTTAWA COUNTY PROSECUTOR'S OFFICE
(W.E.M.E.T.)

A senior assistant prosecuting attorney has been assigned in the Ottawa County Prosecutor's Office to handle all serious drug investigations and prosecutions, which includes staff being on call 24 hours a day to assist officers with enforcement and forfeitures. Vertical prosecution of drug offenders has given drug enforcement officers better access to the prosecutor's office for questions and input as to how to resolve cases. The result has been increased charges, convictions and forfeitures.

IMPACT OF STRATEGY CONT:

MUSKEGON COUNTY PROSECUTOR'S OFFICE
(W.E.M.E.T.)

The Muskegon County Prosecutor's Office is responsible for coordinating all drug investigation in the county. One assistant prosecutor has been assigned to handle vertical drug prosecutions and all forfeiture proceedings. The office works closely with both W.E.M.E.T. and a local team. A drug prosecutor is available on a 24 hour a day basis for search warrants and consultation. The drug prosecutor routinely accompanies officers during major investigations. A newly implemented plea bargaining policy prohibits reductions in drug cases and all cases are carefully tracked to ensure maximum sentences. A team approach with cooperative drug units has resulted in a much more effective enforcement program. The number of felony drug warrants more than doubled from 1988 to 1989 as a result of coordination through the prosecutor's office. Moreover, prison commitments in Muskegon County are among the highest in the state. In addition to this intense approach to drug enforcement, the Muskegon County Prosecutor has implemented a community education program dedicated to drug awareness and prevention.

MICHIGAN STATE POLICE
CRIME LABORATORY

Four laboratory scientists and sophisticated equipment were added to Michigan State Police crime laboratories around the state during 1988. Remarkable caseload impacts resulted. Controlled substance cases increased 21.3%, while turnaround time was reduced to 5.2 days. During the grant period, laboratory personnel trained over 1,000 law enforcement officers in the recognition and field testing of controlled substances.

During 1989, no additional personnel were added to the narcotics units. The caseload increased from 16,323 cases in 1988 to 18,885 in 1989, which represented a 15.7% increase. The analytical turnaround time rose slightly to 5.3 days. The demand for narcotics training continues to be heavy. Training for narcotics detection dogs was in strong demand.

DETROIT POLICE DEPARTMENT
CRIME LABORATORY

The drug analysis unit of the Crime Laboratory Section has been upgraded to include state-of-the-art laboratory equipment to increase the capacity, efficiency and effectiveness of the unit. Three forensic chemists have been hired and the skill level of the current employees has increased to reflect current trends, methods and instrumentation. This has resulted in the elimination of overtime with a turnaround rate of 4-5 days. This occured although, in 1988, drug cases increased 30% over 1987 level (100% over 1985 level). There were 8,446 cases processed in 1987 as compared with 10,966 cases in 1988.

IMPACT OF STRATEGY CONT:

An evaluation of the projects indicates:

- **Increased narcotics arrests.**
- **Increased apprehension of major drug dealers.**
- **Increased asset and cash seizures.**
- **Decreased serious crimes by 5.7%.**
- **Seizures of drugs at an unprecedented level.**
- **Closer cooperation and coordination between federal, state, and local law enforcement agencies.**
- **Closer working relationships between multijurisdictional drug teams and prosecutors on a 24 hour basis.**
- **Interception of the attempt to establish a methamphetamine manufacturing lab which had the potential to manufacture "ice".**
- **Cooperative drug teams collectively arrested 2,644 criminals, seized drugs with a street value of $67,102,976, and cash and assets worth $15,267,256.**

The fight against drugs is far from over. But Michigan has laid an excellent foundation for effective and impressive invasion into the trafficking of drugs in the state.

TREATMENT FOR JUVENILES

Department of Social Services Training School staff and community delinquency service workers have now received intensive substance abuse training. All community delinquency service workers have also been trained in the use of a risk assessment screening instrument to guide referrals to the training schools. Substance Abuse consultants in each of several training school centers are conducting assessments, developing individual substance abuse treatment plans and aftercare plans. Consultants also provide expertise to training school staff to enhance their treatment skills. High risk substance abusing youth who have participated in the training schools substance abuse treatment program are released to intensive community aftercare programs.

LEGISLATION

Michigan has aggressively sought improved legislation to assist in combating illegal drug activity. During the 84th Legislative Session (1987-1988), there were numerous laws passed that focused on combating drugs and are listed as follows:

- **Imposed mandatory minimum sentences for drug sales, including the sale of drugs on school property. (PA 275 of 1987, 12 of 1988)**

- **Imposed mandatory minimum sentences for adults who use minors to commit drug offenses. (PA 17 of 1988)**

- **Gave police authority to padlock drug houses as public nuisances. (PA 2 of 1988)**

- **Tightened control and sale of prescription drugs. (PA 60, 61 & 240 of 1988)**

- **Required consecutive sentencing for criminals who commit new felonies. (PA 31 & 48 of 1988)**

- Authorized law-enforcement agencies to seize auto repair businesses that are used as "chop shops." (PA 140 of 1988)

- Gave prosecutors the right to demand jury trials and the right to appeal adverse judicial decisions. (PA 89 & 66 of 1988)

- Extended the state's jurisdiction over juveniles who commit major crimes. (PA 4 of 1988)

- Gave prosecutors authority to try juveniles who commit major crimes as adults. (PA 52 of 1988)

During the 85th Legislative session (1989-1990) one law has been enacted and numerous initiatives are pending.

- Multi-County Grand Jury:

  PA 204 of 1989 (HB 4310) provides for multi-county grand juries initiated either by the Attorney General or by a group of Prosecuting Attorneys, with approval of the Attorney General, by petitioning the Court of Appeals. This act will make it easier to charge and prosecute cases that involve drug trafficking in more than one county.

- No Knock - Police Entry:

  SB 23, which has passed the Senate, will allow law enforcement officers to not knock prior to entering a dwelling in order to execute a warrant related to an alleged controlled substance offense.

- Wiretapping:

  SB 125, as passed by the Senate, would permit state court-supervised wiretapping in suspected drug criminal activity.

  This bill, if passed, should be of great assistance to Michigan law enforcement. Many drug kingpins are difficult to trap due to the distance between them and the street and this bill is targeted at helping to catch those who are calling the shots.

- Mini-Rico:

  SB 124, which has passed the Senate, creates the Michigan Continuing Enterprise Act and allows for forfeiture of real property for certain criminal racketeering offenses to be distributed to the seizing law enforcement agencies involved in the forfeiture and creates a new felony for racketeering punishable for not more than 20 years or a fine of not more than $100,000 or both.

  There are two House bills on Mini-Rico (HB 5304-5305) which would establish forfeiture procedures for certain criminal offenses that had a pattern of racketeering and would create a felony of not more than 10 years imprisonment and/or a fine of not more than $100,000 for persons involved in racketeering.

- **Revoking or Suspending Drivers Licenses:**

  SB 573 and HB 4365 orders the court to suspend for at least one year a driver's, operator's or chauffeur's license of an individual convicted for criminal drug offenses.

  HB 5046-5047 provide for revocation of a driver's, operator's or chauffeur's license for individuals convicted of manufacturing or delivering cocaine, heroin or a derivative of cocaine or heroin.

  HB 4035-4036 provide for suspending a minor's driver's license for up to one year and for a subsequent offense the bills provide for up to one year suspension or until an individual's 19th birthday, whichever period is longer.

  SB 575 provides for denial of a license for a minor who has been convicted of a controlled substance offense.

- **Increased Penalties for Drug Induced Death:**

  HB 4364 creates a life maximum sentence offense for individuals who manufacture or deliver a controlled substance in schedule I or II, or an analogue that causes the death of another person as a result of injecting, ingesting or inhaling that substance.

- **Penalties for Renting to Drug Dealers:**

  HB 4641 creates a new misdemeanor of 180 days imprisonment and/or a $5,000 fine for knowingly renting property to an individual who manufactures or delivers a schedule I or II controlled substance involving more than 50 grams.

- **Drug Free School Zone:**

  SB 553 creates a new mandatory minimum of 3 years for delivering or possessing with intent to deliver a controlled substance or counterfeit substance in schedule I or II within 1,000 feet of school property.

  HB 5381 amends the controlled substance act to create a 1,000 foot drug free school zone by increasing from 500 feet to 1,000 feet the area of school property that represents a more substantial penalty for individuals caught delivering a controlled substance within this area boundary.

- **Guns and Drugs:**

  HB 5101 would mandate that an individual who carries or has in his/her possession a firearm while committing a controlled substance offense would have to serve a minimum of 5 years imprisonment.

- **Drug Testing of Prisoners:**

  HB 4813, which has passed the House of Representatives, requires bi-weekly drug and alcohol screening of prisoners in community corrections and requires these prisoners to be employed or to participate in educational or treatment programs.

- **Forfeiture Reporting:**

HB 5327 would require local units of government which had a forfeiture proceeding in Circuit Court to report to the Department of Management and Budget and the Legislature the amount of money or items of value forfeited prior to February 1 of each calendar year.

- **Other Drug Related Legislative Proposals:**

The Office of Drug Agencies has recommended several legislative initiatives which are being reviewed by the Michigan Partners Against Crime Board of Directors. These initiatives, which will be introduced during the 1990 legislative session, are as follows:

1. **"User assessments" to be invoked against convicted drug users, with the proceeds to be utilized for drug and alcohol treatment.**
    - **A $500.00 "user fee" would both impact upon the user, and provide additional funding for much needed drug and alcohol treatment programs.**
2. **Regulation and control over "laundered" drug money, including wired funds, money orders and other drug money transactions.**
    - **Present federal systems fail to impact upon important areas of transfer of illicit drug money.**
3. **Judicial grants of immunity for witnesses in drug cases in order to obtain testimony against drug "kingpins."**
    - **There is a need for an expeditious procedure to grant immunity in those limited instances where immunity must be given to obtain cooperation.**
4. **Admissibility of police-monitored conversations, when the monitoring is done with the consent of one party.**
    - **Michigan is one of the few jurisdictions which prohibits the use of recordings of police conversations with criminal defendants obtained without a search warrant.**
5. **Legislation accelerating the process of housing inspection and building code enforcement.**
    - **Special attention must be paid by local communities to the prevention of the urban blight associated with dilapidated and substandard housing.**

Michigan's mandatory sentencing law and intense enforcement have had an effect on the availability of drugs, especially cocaine, heroin, and marijuana. During 1989, the price of cocaine remained relatively stable and started to increase the last two months of the year. Even the price of crack, which was relatively stable in 1988 and the first part of 1989, has started to increase. Dealers in cocaine and heroin are reluctant to deal in the "large packages" because of penalties. Now these shipments are broken down into smaller quantities which increases the opportunity for law enforcement interception.

Marijuana eradication is having a successful impact on the supply of the drug. Suppliers who grew large quantities outside must now resort to indoor growing. Through techniques like operation "Green Merchant", combined federal, state and local law enforcement are now targeting these operations, and many successful seizures have resulted. The price of marijuana has increased from $100 an ounce in 1988 to $135 in 1989. Marijuana imported into the state is being intercepted by the D.E.A. Detroit Metro Airport Group in increased numbers of seizures. The only negative part of the eradication effort is that the THC content of the marijuana overall has increased through better growing techniques. This has a positive impact however, because growers seek information, better equipment, and hybrid seeds. In so doing, they become exposed to identification by law enforcement.

Law enforcement is advocating for legislation to allow wire intercept, administrative subpoena, consent monitoring, and new laws to target criminal groups such as the Federal CCE and RICO statutes. One bill, Multi-county Grand Juries, has recently been enacted and is assisting law enforcement in the battle against drugs. Several bills which would greatly assist law enforcement in the war against drugs have passed the Senate, but are "bottled up" in House Committees (See Legislation). Legislation and other related tools are needed by law enforcement to battle a drug distribution network which is becoming more organized and cognizant of its distribution methods.

SECTION II
DESCRIPTION OF THE STRATEGY

A. STRATEGY FOR ADDRESSING THE PROBLEMS

A strategy for addressing the state's problems was established based on an analysis of current efforts and resource needs, and the testimony presented at two statewide public hearings. These hearings were held in Wayne County and Grand Rapids. The same panel, with representatives from the Governor's Office, Criminal Justice, Education, and Treatment, and chaired by the Director of the Office of Drug Agencies, heard the testimony at both hearings.

Notice of the hearings was mailed to 2,000 criminal justice, governmental, and elected officials. More than 125 individuals attended the hearings, and 70 individuals presented either oral or written testimony as to their concerns for funding priorities.

The testimony overwhelmingly supported the priority programs of Multijurisdictional Drug Teams, Community Policing, Street Sales Enforcement, Prosecution, Adjudication, D.A.R.E. Education, and Treatment in Prisons and County Jails, and these were selected by the panel for funding.

BROAD BASED GOALS

Michigan's effort to implement needed goals for its strategy has been greatly hampered by reduced federal funding. During 1989, state and local agencies were required to accommodate a far greater share of the cost required to maintain the level of narcotic enforcement implemented by FY 87 federal funds. FY 87 federal funds for law enforcement were $6.1 million, FY 88 federal funds were $1.5 million, and FY 89 federal funds were $3.9 million.

Now with the substantial increase of $13.6 million for FY 90, the state can broaden priority programs to be funded. Utilizing federal, state, local and forfeiture funds, goals and objectives are as follows:

LAW ENFORCEMENT

GOAL: TO MAINTAIN AND ENHANCE STATEWIDE COORDINATED NARCOTIC ENFORCEMENT.

OBJECTIVE: **To Maintain And Enhance Existing State And Local Coordinated Drug Teams.**

OBJECTIVE: **To Implement Community Officers Patrolling Streets (C.O.P.S.) Working With Neighborhood Groups To Fight Crack Cocaine.**

OBJECTIVE: **To Expand Street Level Enforcement Teams In Urban Communities.**

OBJECTIVE: **To Provide Training For State And Local Law Enforcement Officers And Motor Carrier Officers Through Patrol Responsibilities In Drug Enforcement (P.R.I.D.E.).**

STRATEGY GOALS CONT:

OBJECTIVE: To Implement State And Local Multijurisdictional Coordinated Drug Teams In Areas Not Presently Serviced.

OBJECTIVE: To Expand The Existing Narcotics Information Management System, into M.I.N.I.S., An Automated Michigan Narcotics Information System.

OBJECTIVE: To Implement Federal, State And Local Drug Enforcement Information Sharing Meetings.

PROSECUTION

GOAL: TO MAINTAIN AND ENHANCE VERTICAL PROSECUTION FOR DRUG OFFENDERS.

OBJECTIVE: To Maintain Vertical Prosecution Of Drug Offenders In A Cooperative Effort With Coordinated Drug Teams.

OBJECTIVE: To Increase The Number Of Assistant Prosecutors For Vertical Prosecution Of Drug Offenders In Large Counties, And Counties Without Prosecutors Available For Vertical Prosecution.

GOAL: TO MAINTAIN AND ENHANCE CRIME LABORATORIES WITH SUFFICIENT PERSONNEL AND EQUIPMENT TO ASSIST WITHOUT DELAY IN THE PROSECUTION OF DRUG OFFENDERS.

ADJUDICATION

GOAL: TO CONTINUE TO ENSURE THE FAST TRACKING OF DRUG OFFENDERS THROUGH THE ADJUDICATION PROCESS BY PROVIDING ADDITIONAL JUDGES, COURT PERSONNEL, TRAINING AND EQUIPMENT.

OBJECTIVE: To Ensure Adequate Court Time For Prosecution Of Drug Offenders.

OBJECTIVE: To Provide Effective Sentencing Programs.

TREATMENT

The Office of Substance Abuse Services has established the following goals:

GOAL: TO PREVENT THE ONSET OF ALCOHOL AND OTHER DRUG ABUSE, AND TO PROVIDE NEEDED DRUG ABUSE TREATMENT SERVICES.

GOAL: TO ESTABLISH STANDARDS FOR THE STATE'S DRUG ABUSE PREVENTION AND TREATMENT PROGRAMS, AND TO MONITOR PROGRAMS TO ASSURE CONTINUING COMPLIANCE WITH THESE STANDARDS.

STRATEGY GOALS CONT:

GOAL: TO EFFECTIVELY ADMINISTER THE USE OF AVAILABLE RESOURCES, BOTH HUMAN AND FINANCIAL, TO MEET THE STATE'S DRUG ABUSE PREVENTION AND TREATMENT NEEDS.

GOAL: TO EFFECTIVELY ADVOCATE FOR AND MANAGE FINANCIAL RESOURCES FOR SUBSTANCE ABUSE SERVICES IN THE STATE.

GOAL: TO DEVELOP THE STATE'S HUMAN RESOURCES BY PROVIDING TRAINING OPPORTUNITIES TO SUBSTANCE ABUSE PREVENTION AND TREATMENT PROFESSIONALS.

GOAL: TO RESEARCH AND EVALUATE SUBSTANCE ABUSE DATA, AND DEVELOP WAYS TO DISTRIBUTE THIS DATA IN A TIMELY AND USEFUL MANNER.

GOAL: TO INFORM SUBSTANCE ABUSE PROFESSIONALS, THE MEDIA, AND THE GENERAL PUBLIC OF NEWS REGARDING SUBSTANCE ABUSE TREATMENT AND PREVENTION ISSUES.

CORRECTIONS

The overall goals to establish a comprehensive substance abuse rehabilitation and prevention system are:

GOAL: IMPROVE LIFE FUNCTIONING OF PERSONS WHO HAVE HAD OR POTENTIALLY WILL HAVE RECURRENT CONTACT WITH THE CRIMINAL JUSTICE SYSTEM.

GOAL: IMPROVE PARTICIPATION IN THE REHABILITATIVE PROCESS FOR DEPARTMENT OF CORRECTIONS INMATES, PROBATIONERS AND PAROLEES.

OBJECTIVE: Decrease Recidivism As Measured By Subsequent Incarceration, Reconviction and/or Rearrest.

OBJECTIVE: Decrease Criminal Behavior Related To Substance Use Or Abuse.

OBJECTIVE: Decrease Substance Use And Abuse.

OBJECTIVE: Diminish Drug-Related Criminal Activity In Prisons.

OBJECTIVE: Diminish Assaultive And Other Negative Behavior Related To Drug Use And Distribution.

OBJECTIVE: Improve Inmate Rationality Sufficiently To Gain Benefit Of Constructive Activities and Learning Experiences.

OBJECTIVE: Educate High Risk Groups Of Inmates, Parolees, And Probationers to Prevent Future Use of Substances.

STRATEGY GOALS CONT:

GOAL: TO MOTIVATE THE INMATE TO ACCEPT TREATMENT BASED UPON A KNOWLEDGE AND UNDERSTANDING OF HIS/HER SUBSTANCE ABUSE DEPENDENCY.

OBJECTIVE: **Provide Current, Accurate, And Easily Understandable Information To Inmates.**

OBJECTIVE: **Assist The Inmate To Understand And Evaluate His/Her Addiction And His/Her Situation.**

OBJECTIVE: **Introduce The Inmate To Alternative Behavioral Strategies To Avoid Future Substance Abuse Problems.**

OBJECTIVE: **Motivate The Inmate To Seek And Accept Treatment.**

GOAL: TO EXPAND COMMUNITY CORRECTION SERVICES AND TREATMENT.

GOAL: TO EXPAND TREATMENT SERVICES FOR INMATES IN JAILS.

EDUCATION AND PREVENTION

GOAL: TO CONTINUE TO EXPAND THE MICHIGAN MODEL FOR COMPREHENSIVE SCHOOL HEALTH EDUCATION IN COMMUNITIES WHICH ARE RECEPTIVE.

GOAL: TO EXPAND THE MODEL STUDENT ASSISTANCE PROGRAM.

GOAL: TO CONTINUE TO EXPAND THE D.A.R.E. PROGRAM IN COMMUNITIES WHICH ARE RECEPTIVE.

B. USER ACCOUNTABILITY

Michigan has undertaken a major effort through its increased law enforcement efforts on both the state and local level to reduce the demand for controlled substances by holding accountable those who unlawfully possess or use such substances. In spite of the comprehensive statewide effort, the demand for drugs remains high.

New legislation providing for mandatory minimum drug sentences, protecting students from drug dealers, and triplicate prescription for controlled substances have increased the effort to hold dealers and users of controlled substances more accountable.

The Office of Drug Agencies, in their legislative initiatives, urge that $500 "user assessments" be invoked against convicted drug users with the proceeds utilized for treatment. Further, legislation is sought to evoke/postpone driving privileges of convicted drug offenders.

Drug testing programs have been implemented by the Department of Corrections. Law enforcement is implementing drug testing procedures in their multijurisdictional cooperative teams. Government and Private Industry are implementing policies against drug use in the workplace, and implementing or enhancing employee assistance programs. The Office of Drug Agencies is promoting drug-free workplace initiatives.

C. COORDINATION OF DRUG CONTROL EFFORTS WITHIN THE STATE

A major thrust of Governor James J. Blanchard's 1989 drug funding initiative was to establish an Office of Drug Agencies. Donald L. Reisig was appointed Director of this office in June, 1989. The Office of Drug Agencies has responsibility for coordinating the anti-drug abuse effort in the state. The departments which have significant involvement in drug abuse programming or funding include Mental Health, Corrections, State Police, Public Health, Social Services, Management and Budget, Education, as well as the Office of Substance Abuse Services and the Office of Criminal Justice.

The appointment of the Drug Agencies Director and the creation of the Office of Drug Agencies will assist in the coordination of the efforts of 18 separate state agencies that share responsibility for drug enforcement, education, treatment and regulation.

East state department and agency participates in the coordinated drug control efforts within the state. During 1990, panel members for the public hearings included representatives from the Governor's Office, the Office of Criminal Justice, the Department of Education, the Office of Substance Abuse Services and the Governor's Partners Against Crime Board. The Governor appointed the Partners Against Crime Board in May, 1989, bringing together Michigan's top federal, state and local law enforcement officials to develop and evaluate new ideas for cooperative crime fighting efforts, sentencing and legislation.

The Executive Office also enlisted the National Guard in the war on drugs by helping State Police officers identify and destroy marijuana fields throughout the state and by assisting customs agents.

The first Governor's Conference on Drug Abuse and the Workplace was held in Detroit, December 7-8, 1989. The Office of Drug Agencies, working with Michigan's business and labor leaders, has formed a coalition designed to promote exemplary drug-free workplace initiatives.

D. COORDINATION OF STATE AND LOCAL DRUG CONTROL EFFORTS WITH FEDERAL EFFORTS

The focus of Michigan's strategy is on two essential national objectives which are to reduce the supply of illegal drugs and eliminate the demand for illicit drugs in the United States.

There is a close working relationship between federal, state and local agencies in our state. These relationships have been developed and fostered through the major multijurisdictional drug enforcement efforts in Michigan. All of the federal agencies participate and assist state and local agencies with drug enforcement, and, in addition, the U.S. Attorneys are actively involved in Michigan's D.A.R.E. program.

Michigan's drug control efforts are in concert with the National Drug Control Strategy. While the multijurisdictional cooperative drug teams are the mainstay of drug enforcement efforts, Michigan is implementing major new initiatives to combat illegal sale and use of drugs. Community policing in crack infested neighborhoods, expanded street sales enforcement, the tearing down of abandoned inner city dwellings by Michigan's National Guard, intensified marijuana eradication efforts and extensive training for patrol officers and motor carrier officers are among those initiatives. Further, expanded alternative sentencing programs and treatment for drug offenders will be implemented. Drug testing programs are in operation in the Department of Corrections, and users will be held more accountable with new proposed legislation. There is a strong emphasis in our state on drug-free workplace initiatives.

D. COORDINATION OF STATE AND LOCAL DRUG CONTROL EFFORTS WITH FEDERAL EFFORTS CONT:

Michigan's response to reduce the supply and demand for illegal drugs will be more successful through implementation of the Narcotics Information Management System (M.I.N.I.S.).

Michigan's Drug Strategy is strongly integrated with the National Drug Control Strategy.

E. EVALUATION OF THE STRATEGY

The procedures and mechanisms to evaluate the impact of the strategy on drug and violent crime problems, and for evaluation of programs and projects is as follows:

1. Each grant applicant is required to set forth the procedure for evaluation of the grant project prior to approval for funding. Quarterly project reports are required with an analysis of the data measuring progress toward objectives. Final project reports required to be completed within 60 days after the end of the project period must set forth achievement in relation to objectives and performance indicators, as well as an evaluation of the impact of the project in the targeted area. Achievement and evaluation must be supported with data.

2. On-site monitoring is accomplished to ensure conformance of the project with the terms of the contract.

3. An evaluation of the operations practices of the multijurisdictional state and local cooperative drug teams will be conducted by Michigan State University, School of Criminal Justice during 1990.

4. An evaluation of an experimental narcotics enforcement program in Detroit will be conducted by Michigan State University, School of Criminal Justice. This project involves the implementation of a concentrated enhanced enforcement effort focused on four target communities. The intervention consists of a series of crackdowns in the target areas, continual narcotics raids, and patrol follow up of raided locations. Two communities will receive these services for six months followed by a rotation of the effort to the other target areas. The evaluation effort involves tracking narcotics arrests and drug related crimes in the target areas, tracking offenders, and a community survey before, during, and after the intervention.

5. The Office of Drug Agencies will assist in the coordination and evaluation of efforts in the areas of drug enforcement, education and treatment.

SECTION III
DATA REQUIREMENTS

Data Summary forms have been completed and follow this section.

1. **Estimate of Availability of Drugs in the State.**
2. **Patterns of Drug Trafficking and Drug Use in the State.**
3. **Drug-Related Incidents.**
   Drug-Related School Incidents.
4. **State and Local Drug Arrests made with Federal Cooperation.**
5. **State and Local Drug Dispositions.**
   State and Local Drug Convictions.
6. **State and Local Drug Sentences.**
   Sentence Length for Drug-Related Offenses.
7. **State and Local Treatment Resources.**
8. **State and Local Drug Removals.**
   State and Local Drug Eradication.
9. **Non-Drug Asset Seizures and Forfeitures.**
   State and Local Drug Control Units.
10. **State and Local Arrests and Dispositions for Violent Crimes.**

Report Period 1989

ESTIMATE OF AVAILABILITY OF DRUGS IN THE STATE

Please estimate the amount of controlled substances which are produced in the state and/or transported into the state. Indicate the type of drugs, source of the drugs and any observed changes in availability. Estimates may be derived from a variety of sources, such as a survey of law enforcement, DEA estimates, household surveys, etc. Please indicate the sources of the information and the methods used to make the estimates.

SEE SECTION I. OVERVIEW OF THE STATE
A. NATURE AND EXTENT OF THE PROBLEM

PATTERNS OF DRUG TRAFFICKING AND DRUG USE IN THE STATE

Please describe the role of organized crime, motorcycle gangs or other groups in the drug problem in the state. Please distinguish between traditional organized crime (Mafia, La Cosa Nostra, Mob) and non-traditional organized crime (racial or ethnic organized groups).

In 1989, several groups in Michigan became far more organized and took on a hierarchal order. Most of these new groups are involved in cocaine distribution. The two new emerging groups which are most prominent are the black crack gangs and the Chaldean family groups. Both groups are engaged in fights over distribution sources and geographical areas. Murder, bombings, robbery, kidnapping and extortion are some of the daily crimes being committed. The present distribution pattern appears to be either from South American, Florida or California to the Chaldeans and then to the black crack groups, or the black crack groups getting their cocaine directly from the West Coast. The black crack groups move the drugs out of the Detroit area to distribution networks throughout the state. These groups have developed a sophisticated network using young dealers in their early teens. Other ethnic groups such as Nigerians and Arabs are involved in the heroin and cocaine distribution but not on a large scale. Most law enforcement officials believe that South Americans, especially Colombians, remain heavily involved in distribution but have become very insulated after several arrests in 1988. As in the past, little evidence has been found that traditional organized crime groups, Jamaicans, or groups such as the "Bloods" or "Crips" are involved in direct narcotic distribution in Michigan. Outlaw motorcycle gangs are still involved in Methamphetamine distribution and some cocaine and marijuana, but on a very small scale.

Please describe any changes in drug use over the past several years, including changes in the drug of preference, such as crack or designer drugs, or changes in age groups using specific drugs.

Cocaine continues to be the number one drug problem in Michigan. Crack, which was a major problem in the Detroit area only, has now spread throughout the state. A study conducted by the University of Michigan Institute for Social Research is misleading when it reports that cocaine use among high school students is declining from 12.7% to 10.3% since half the sample population in the Detroit system had already dropped out of school when the study was taken (seniors in high school). Many dealers, who in the past dealt with cocaine, now only deal crack. As in the past, the age group has increased, with both younger children and older senior citizens becoming involved. It is not unusual to find 12 and 13 year olds involved, not only in the use of crack, but also in its' distribution. A growing trend throughout the state is the use of motels to both sell and use drugs. Availability of powder cocaine is also decreasing, which has had an effect on those who could get a better deal by purchasing cocaine in quantity and making their own crack. Crack dealers make no allowance for purchasing the product in larger quantities. The prices for drugs other than cocaine continues to rise, which may impact their use. Marijuana is selling for $135 an ounce and street heroin for still higher prices than in 1988. Law enforcement officers report seeing more LSD and Methamphetamine being sold and used, but not in the form "ice".

Please describe patterns for drug use across the state (e.g., does the type and level of drug use vary in different parts of the state).

The most available drug in the state is cocaine, with many law enforcement teams reporting that it is easier to purchase crack rather than powder cocaine. Much of the cocaine is transported from either the West Coast, Florida, or New York to the Detroit area in powder form. Here it is converted into crack by sophisticated black distribution groups such as "Best Friends" and then distributed throughout the state. The distribution networks are very careful to keep quantities small to avoid the chance of robbery and arrest for quantities large enough to mandate mandatory jail time. The networks throughout the state then use younger teens to distribute the crack to both black and white customers. Many communities which experienced few murders in the past now have seen an increase, all related to drugs. Drug use, especially crack, has been the major problem in Detroit for several years. Outstate teams are now reporting that Crack use is replacing LSD, PCP, and other controlled substances. Marijuana continues to be the most abused drug by school students, and is available throughout the state. The THC quantity in marijuana has continued to increase, especially with the increased use of indoor growing and high quality seeds. Marijuana is a very expensive product and prices vary seasonally and throughout the state. Marijuana has a relatively low legal risk, with the maximum jail time for any violation being four years. Communities such as Ann Arbor, which have condoned the use, are beginning to rethink their ordinances and tolerance.

DRUG-RELATED INCIDENTS

Please indicate the number of drug-related deaths, accidents and emergency room incidents. For emergency room incidents, please show the number of drug mentions within the chart and indicate the total number of episodes (drug-related visits to an emergency room) in the space provided below the chart. The drug mentions may exceed the number of episodes, as more than one drug may be mentioned.

	MAJOR DRUG INVOLVED							
				DANGEROUS DRUGS				
INCIDENT	OPIATES	COCAINE	CANNABIS	HALLU-CINOGENS	STIMULANTS	DEPRES-SANTS	UNKNOWN/ OTHER	TOTAL
Death	246	174	35		208	96	407	1,166
Emergency Rm. Incident	5,172	9,348	1,578	117	1,515	1,284	10,019	29,033
Fatal Traffic Accident	4	11	17	1	2	4		39
Non-Fatal Traffic Accident	Information not compiled or included in emergency room incidents.							
Total	Information not from equal number of agencies or population.							

Total Emergency Room Episodes ____________

Number of Agencies Reporting ____________

Percent of Population Served by Reporting Agencies ____________

DRUG-RELATED SCHOOL INCIDENTS

Please indicate the number of drug-related disciplinary actions reported by the schools.

	TYPE OF DRUG							
				DANGEROUS DRUGS				
ACTION FOR DRUG USE	OPIATES	COCAINE	CANNABIS	HALLU-CINOGENS	STIMULANTS	DEPRES-SANTS	UNKNOWN/ OTHER	TOTAL
Disciplinary							53	53
Suspension			35			20	252	307
Expulsion			2				12	14
ACTION FOR SELLING DRUGS								
Disciplinary								
Suspension								
Expulsion			1				1	2
Total			38			20	318	376

Number of Agencies Reporting 3

Percent of Population Served by Reporting Agencies ____________

DRUG-RELATED SCHOOL INCIDENTS

Five school districts were contacted in January, 1989 in an effort to determine the number of drug related school incidents; Detroit, Grosse Pointe, Plymouth/Canton, Livonia, and Southfield/Lathrop Village. These districts collectively are representative of southeast Michigan. The survey was complicated as there is not a standard method of reporting drug related incidents, nor even the requirement that statistics be maintained.

Some law enforcement agencies and local prosecutors view the lack of a reporting requirement as a significant problem. Of concern is what is happening to the drugs which are seized. School officials are not exempted under the controlled substances article and cannot lawfully possess and/or destroy controlled substances. Another concern is that police officers are effective only if they have the full support and cooperation of the community they serve. This will not happen if school officials fail to involve the police and courts in these matters.

School security officials confide that some school officials take a lenient attitude toward school discipline because a high number of disciplinary actions indicates a more serious problem. One school official sees it differently. Of the two high schools where he works, the school with fewer disciplinary actions has the more serious discipline problem because the students know they can get away with more.

The accompanying chart indicates that not all of the districts were able to provide data as to the type of drug involved in specific instances. Some districts could not separate disciplinary action relating to illegal sale from possession or use. Alcohol was the only depressant mentioned and it is included in the chart.

The Grosse Pointe district pointed out the difficulty in providing accurate statistics on drug related incidents. While drugs may not be involved in the specific incident which led to discipline, it may be the underlying cause. For example, if drugs are suspected as the cause of truancy, the student is encouraged and/or mandated to attend substance abuse prevention programs and would be included in drug related statistics.

In Livonia, ther[illegible]s no requirement that drug related school discipline be reported to the district. Individual principals may keep statistics. A school district source believes there are one to two drug related incidents per high school per month. There are three high schools in Livonia, and like Grosse Pointe, they did not provide statistics for the chart.

In the Southfield/Lathrop Village Schools, all drug related incidents are reported to police, who have an officer assigned to the two high schools. Each high school has an enrollment of 1,400. The minimum penalty for any drug related incident is a 10 day suspension which may be reduced to 3 days, if the student agrees to enroll in a 6 week substance abuse program.

DRUG-RELATED SCHOOL INCIDENTS CONT:

The Detroit school system handles discipline problems through the Office of Student Code of Conduct. They provided detailed statistics on the type of discipline, however could not break them down by drug type or whether the discipline for use or sale. The Detroit school system has an enrollment of 175,469.

Plymouth/Canton has two high schools located in close proximity. Each has an enrollment of about 2,200 and some students have classes in both buildings. They serve a population of 90,000 - 100,000 and the total K-12 enrollment is 15,512.

STATE AND LOCAL DRUG ARRESTS

Report Period 1989

Please indicate the total number of drug-related arrests made by state and local law enforcement agencies in the state during the report period.

OFFENSE	MAJOR DRUG INVOLVED							
				DANGEROUS DRUGS				
	OPIATES	COCAINE	CANNABIS	HALLUCINOGENS	STIMULANTS	DEPRESSANTS	UNKNOWN/ OTHER	TOTAL
Buying/Receiving								
Cultivation/ Manufacture								
Distribution/Sale	100	2,385	1,331	1,057	61	20	9,519	14,4,3
Operating/ Promoting/ Assisting								
Possession/ Concealing	79	994	364	34	52	18	126	1,667
Transportation/ Importation								
Using/Consuming	104	1,977	4,597				2,348	9,526
Other								
Total	283	5,356	6,292	1,091	113	38	12,493	25,666

Number of Agencies Reporting 600

Percent of Population Served by Reporting Agencies 100%

Report Period 1989

STATE AND LOCAL DRUG ARRESTS MADE WITH FEDERAL COOPERATION

Please indicate the number of arrests (also included above) which were made in cooperation with Federal agencies.

OFFENSE	MAJOR DRUG INVOLVED							
				DANGEROUS DRUGS				
	OPIATES	COCAINE	CANNABIS	HALLUCINOGENS	STIMULANTS	DEPRESSANTS	UNKNOWN/ OTHER	TOTAL
Buying/Receiving								
Cultivation/ Manufacture								
Distribution/Sale								
Operating/ Promoting/ Assisting								
Possession/ Concealing								
Transportation/ Importation								
Using/Consuming								
Other								
Total								496

Number of Agencies Reporting 2

Percent of Population Served by Reporting Agencies

Report Period 1989

STATE AND LOCAL DRUG DISPOSITIONS

Please indicate the results, by defendant, of cases reaching disposition during the report period. Because of the time lag between arrest and disposition, the arrests reported in the previous chart and the dispositions reported in this chart may refer to different cases.

	MAJOR DRUG INVOLVED							
				DANGEROUS DRUGS				
DISPOSITION	OPIATES	COCAINE	CANNABIS	HALLU-CINOGENS	STIMULANTS	DEPRES-SANTS	UNKNOWN/ OTHER	TOTAL
Convicted	13	2,881	956	37	12	2	79	3,980
Acquitted		5	9					14
Dismissed	1	462	177	17	2	8	6	673
Declined		32	5	1		1	3	42
Unknown		47	138	1			4	190
Total	14	3,427	1,285	56	14	11	92	4,899

Number of Agencies Reporting 23 Counties

Percent of Population Served by Reporting Agencies 70%

Report Period 1989

STATE AND LOCAL DRUG CONVICTIONS

Please indicate the total number of drug-related convictions within the state during the report period.

	MAJOR DRUG INVOLVED							
				DANGEROUS DRUGS				
OFFENSE	OPIATES	COCAINE	CANNABIS	HALLU-CINOGENS	STIMULANTS	DEPRES-SANTS	UNKNOWN/ OTHER	TOTAL
Buying/Receiving							1	1
Cultivation/ Manufacture		2	14					16
Distribution/Sale	13	2,065	515	25	9	1	41	2,669
Operating/ Promoting/ Assisting		77					1	78
Possession/ Concealing	9	1,330	918	20	3		51	2,331
Transportation/ Importation								
Using/Consuming		27	19			1		47
Other		2	2				8	12
Total	22	3,503	1,468	45	12	2	102	5,154

Number of Agencies Reporting 23 Counties

Percent of Population Served by Reporting Agencies 70%

DATA ON LOCAL DRUG DISPOSITIONS AND CONVICTIONS IN MICHIGAN

All of Michigan's 83 counties were requested to provide data on drug dispositions and convictions. 23 counties responded with the requested data.

The statistical information presented included data from nine of the ten most populous* counties in Michigan; Wayne (1st), Oakland (2nd), Macomb (3rd), Kent (4th), Genesee (5th), Ingham (6th), Kalamazoo (8th), Saginaw (9th), and Ottawa (10th). These eight counties contain 70% of the State's population and a significant majority of the State's reported crimes.

*Population based on July 1, 1988 projections from The Michigan Department of Management and Budget, Office of Revenue and Tax Analysis.

Report Period 1989

STATE AND LOCAL DRUG SENTENCES

Please indicate the type of sentence for those convicted of drug-related offenses during the report period. If the sentence includes a combination of sentencing alternatives, show the conviction as receiving the most serious sentence. Alternatives are listed in order of seriousness, with prison being the most serious.

ALTERNATIVE	MAJOR DRUG INVOLVED							
				DANGEROUS DRUGS				
	OPIATES	COCAINE	CANNABIS	HALLUCINOGENS	STIMULANTS	DEPRESSANTS	UNKNOWN/OTHER	TOTAL
Prison		596	32	6			11	645
Local Jail	1	194	152	7	3	1	16	374
Jail and Probation		159	116	5			9	289
Community Corrections	–	15	6					21
Probation	1	306	143	1			10	461
Fine		74	80	4			42	200
Suspended Sentence		9	4				1	14
Deferred Judgment	1	39	28	1				69
Other		86	77			3	47	213
Total	3	1,478	638	24	3	4	136	2,286

Number of Agencies Reporting Dept. of Corrections
19 County Jails

Percent of Population Served by Reporting Agencies 100%

Report Period 1988

SENTENCE LENGTH FOR DRUG-RELATED OFFENSES

Please indicate the average sentence length for offenders convicted of drug-related offenses who were sentenced to prison during the report period. Please show the average sentence length in months.

OFFENSE	MAJOR DRUG INVOLVED							
				DANGEROUS DRUGS				
	OPIATES	COCAINE	CANNABIS	HALLUCINOGENS	STIMULANTS	DEPRESSANTS	UNKNOWN/OTHER	TOTAL
Buying/Receiving								190
Cultivation/Manufacture								86
Distribution/Sale								27
Operating/Promoting/Assisting								
Possession/Concealing								47
Transportation/Importation								5
Using/Consuming								
Other								242
Total								597

Number of Agencies Reporting Dept. of Corrections

Percent of Population Served by Reporting Agencies 100%

STATE AND LOCAL DRUG SENTENCES

Each of Michigan's 83 counties were requested to provide sentencing data. 19 counties complied and provided statistical information. The 19 counties represent 29% of the State's population.*

*Population based on July 1, 1988 projections from The Michigan Department of Management and Budget, Office of Revenue and Tax Analysis.

SENTENCE LENGTH FOR DRUG-RELATED OFFENSES

This data is from the Department of Corrections. The breakdown of major drug categories is not available.

Report Period FY88/89

STATE AND LOCAL TREATMENT RESOURCES

Please indicate the total drug treatment resources available within the state and resources available to drug offenders during the report period. Also indicate the number of clients served and the average waiting period for admission.

SUBSTANCE ABUSE TOTAL ~~DRUG~~ TREATMENT PROGRAMS	BED SPACE/SLOTS AVAILABLE	ADMISSIONS ~~CLIENTS SERVED~~	(RANGE) ~~AVERAGE~~ WAIT FOR ADMISSION
Self-help	N/A	N/A	N/A
Inpatient/Hospital-based	N/A	N/A	N/A
Therapeutic Community	N/A	5476	7-210 days
Residential (Treatment & Detox)	N/A	11648	7-210 days
Day Care	N/A	2655	0-35 days
Methadone	N/A	1195	0-35 days
Outpatient Drug-free	N/A	40665	0-35 days
Other	N/A	-	-

DRUG TREATMENT RESOURCES DEDICATED TO CRIMINAL JUSTICE CLIENTS	BED SPACE/SLOTS AVAILABLE	CLIENTS SERVED	(RANGE) ~~AVERAGE~~ WAIT FOR ADMISSION
Self-help	N/A	N/A	N/A
Inpatient/Hospital-based	N/A	N/A	N/A
Therapeutic Community	N/A	994	7-210 days
Residential (Treatment & Detox)	N/A	1405	7-210 days
Day Care	N/A	249	0-35 days
Methadone	N/A	12	0-35 days
Outpatient Drug-free	N/A	15109	0-35 days
Other	N/A	-	-

Number of Agencies Reporting 259

Percent of Population Served by Reporting Agencies 50%

Overall, 29% of treatment admissions are referred by criminal justice

DRUG TREATMENT PROGRAMS WITHIN CORRECTIONAL FACILITIES	CLIENTS SERVED IN ADULT FACILITIES	CLIENTS SERVED IN JUVENILE FACILITIES
Self-help		
Education		
Special Programming (e.g., therapeutic communities, ethnic programs) *Please describe the types of programs on a separate page.*		

Number of Agencies Reporting ____________

Percent of Population Served by Reporting Agencies ____________

STATE AND LOCAL TREATMENT RESOURCES

- Client admissions data is for substance abuse (i.e. alcohol and other drugs).
- Information is from state/federal (pass-through)-funded programs only; there is no data from a multitude of non-funded providers.
- Treatment figures are listed; this does not include drunk driving screening and assessments nor any other kind of assessment and referral services data.
- Self-help groups are organized on their own and are not accountable to any governmental entity. They also generally do not have information on numbers of participants.
- Figures on admissions are given rather than clients served. Information on clients served is not available on annual basis as it cannot be accurately computed at present.
- Waiting list time frames in terms of minimum and maximum lengths are given; average time is not available.
- Funding is not based on capacity in the sense of "treatment slots" due to variations in definitions and parameters that might be used to derive necessary calculations.
- For the item "Percent of population served by reporting agencies" the 50% figure refers to the estimated percent of all substance abuse admissions statewide who are admitted to state-funded programs. It is not an estimate of the percent of all criminal justice referred clients who may be served in any treatment program regardless of funding sources. The Office of Substance Abuse Services would not know how many total criminal justice referred clients may be served in non-state-funded programs.
- To clarify, it does not appear technically correct to assure that resources are "dedicated" to criminal justice clients. Open capacity in programs is used based on how a particular program deals with waiting lists and it's own admissions policies. In general, openings are not likely "held" in case a particular kind of client (or a client from a particular referral source) appears. This is not an efficient use of the resources. It is thus more technically correct to view this more like "percent of program activity that is used/devote to clients who are CJS-referred".

Report Period 1989

STATE AND LOCAL DRUG REMOVALS

Please indicate the total amount of drugs removed from the market by state and local agencies during the report period. Report opiates and cocaine in kilograms, cannabis in pounds and other drugs in dosages.

	METHOD OF REMOVAL	
TYPE OF DRUG	SEIZURE/PURCHASES	PURCHASE
OPIATES		Approximately
Heroin (3% grams)	119,925 grams at street	$500,000.00 was
Opium	purity	expended for the
Morphine	100 units	purchase of evidence
COCAINE	599.97 grams	from MSP funds.
Crack		Approximately the same
CANNABIS		amount of local and
Marijuana	9,224.05 pounds	forfeiture funds were
Hashish	39.00 grams	expended in the
Hash Oil		coordinated drug teams.
DANGEROUS DRUGS		
Methamphetamines/Amphetamines	215,770 units	
Other Stimulants		
Barbiturates		
Other Depressants		
PCP		
LSD	4,352	
Other Hallucinogens		
UNKNOWN/OTHER		

Number of Agencies Reporting ________ State/Local Drug Teams/Detroit Police Department

Percent of Population Served by Reporting Agencies 100%

STATE AND LOCAL DRUG ERADICATION

Please indicate the amount of marijuana eradicated within the state through state and local efforts. The size of the plot and the means of destruction determine the common method of reporting the amount of drugs eradicated. Please report the number of plants destroyed or the number of acres of marijuana destroyed. Both methods may be used for different plots.

TYPE OF MARIJUANA DESTROYED	AMOUNT OF MARIJUANA DESTROYED
Cultivated	127,882 Plants
Wild (Ditchweed)	215,186 plants

Number of Agencies Reporting 1

Percent of Population Served by Reporting Agencies 100%

NON-DRUG ASSET SEIZURES AND FORFEITURES

Please indicate the number of non-drug assets seized or forfeited involving state and local agencies during the report period and the estimated dollar amount of the assets. Please provide the same information for seizures and forfeitures (also included in state and local figures) in which there was Federal assistance.

STATE AND LOCAL AGENCIES	ASSET SEIZURES		ASSET FORFEITURES	
	NUMBER OF SEIZURES	DOLLAR AMOUNT	NUMBER OF FORFEITURES	DOLLAR AMOUNT
Vehicles	128	1,059,531.18	187	824,065.00
Vessels				
Aircraft				
Currency	390	4,634,172.19	330	2,035,166.20
Other Financial Instruments				
Real Property	18	2,410,211.00	11	1,376,023.87
Weapons	350	352,499.50	164	87,047.29
Other	214			
WITH FEDERAL ASSISTANCE				
Vehicles				
Vessels				
Aircraft				
Currency	89	395,231.94	60	565,193.98
Other Financial Instruments				
Real Property				
Weapons				
Other				

Number of Agencies Reporting Multijurisdictional ~~Task Forces~~

Percent of Population Served by Reporting Agencies 100%

STATE AND LOCAL DRUG CONTROL UNITS

Please indicate the number of agencies in the state which have drug control units and the number of full-time equivalent employees (FTE) assigned to the unit.

TYPE OF AGENCY	NUMBER OF AGENCIES WITH DRUG UNITS	FTE ASSIGNED
State Law Enforcement Agency	1	45
Statewide Drug Enforcement Task Force	18	214
Local Law Enforcement Agencies	25	385
Local Drug Enforcement Task Force	5	45
State Prosecutors		
Local Prosecutors	12	25

Number of Agencies Reporting Statewide

Percent of Population Served by Reporting Agencies 100%

STATE AND LOCAL ARRESTS AND DISPOSITIONS FOR VIOLENT CRIMES

Please indicate the total number of arrests for violent crimes made by state and local law enforcement agencies in the state during the report period. Also indicate the results, by defendant, of cases reaching disposition during the report period and the type of sentence for those convicted of violent crimes during the report period. If the sentence includes a combination of sentencing alternatives, show the conviction under the most severe sentence. Alternatives are listed in order of seriousness, with prison being the most severe. Because of the time lag between arrest, disposition and sentencing, the total arrest, dispositions and sentences may refer to different cases.

	MURDER AND NON-NEGLIGENT MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGRAVATED ASSAULT	BURGLARY
ARRESTS	1,932	2,277	4,693	11,942	12,682
DISPOSITIONS					
Convicted					
Acquitted					
Dismissed					
Declined					
Unknown					
Total	1,932	2,277	4,693	11,942	12,682
SENTENCES FOR THOSE CONVICTED					
Prison	613	1,124	1,209	921	1,749
Local Jail		96	38	154	292
Community Corrections					
Probation	52	701	175	716	1,888
Fine					
Suspended Sentence					
Deferred Judgement					
Other	4	72	43	112	406
Total	669	1,993	1,465	1,903	4,335

1988 Michigan UCR Number of Agencies Reporting Arrests 537	Percent of Population Served by Reporting Agencies 100%
Number of Agencies Reporting Dispositions ______	Percent of Population Served by Reporting Agencies ______
Number of Agencies Reporting Sentences Dept. of Corrections	Percent of Population Served by Reporting Agencies 100%

COOPERATIVE DRUG TEAM JURISDICTIONS

SOUTHEAST MICHIGAN

N.E.T.	Pontiac, Oakland County
L.A.W.N.E.T.	Ann Arbor, Jackson Livingston County Washtenaw County Jackson County
D.R.A.N.O.	17 Downriver Detroit Communities (S.E. Wayne County)
O.M.N.I.	Monroe, Monroe County
W.W.N.	12 Communities in Western Wayne County
T.N.U.	Huron County, Tuscola County, Lapeer County, Sanilac County
Livonia Team One	St. Clair, Grosse Pointe communities, Detroit
Livonia Team Two	Diversified Investigative Unit in Southeast Michigan
S.E.M.C.O.	Wayne, Monroe, Oakland, Livingston, Macomb, Washtenaw Counties
C.O.M.E.T.	Warren, Mt. Clemens, Macomb County

OUTSTATE MICHIGAN

S.W.E.T.	Kalamazoo, Battle Creek, Paw Paw, Kalamazoo County Calhoun County Van Buren County St. Joseph County
Lansing Metro	Lansing, Ingham County Eaton County Clinton County

COOPERATIVE DRUG TEAM JURISDICTIONS CONT:

W.E.M.E.T.	Grand Rapids, Muskegon, Holland, Muskegon County Ottawa County Kent County Allegan County
B.A.Y.A.N.E.T.	Bay City, Saginaw, Mt. Pleasant, West Branch, Midland, Clare County Gladwin County Isabella County Midland County Bay County Saginaw County
T.N.T.	Traverse City, Leelanau County Benzie County Antrim County Kalkaska County Grand Traverse County Missaukee County
F.A.N.G.	Flint, Genesee County
S.A.N.E.	The 3 eastern most counties in the Upper Peninsula and 5 central northern Lower Peninsula counties, Luce County Chippewa County Mackinac County Emmet County Charlevoix County Otsego County Cheboygan County Presque Isle County
U.P.S.E.T.	The 12 western most counties in Upper Peninsula
I.M.A.D.	Ionia County Montcalm County

COOPERATIVE DRUG TEAM JURISDICTION CONT:

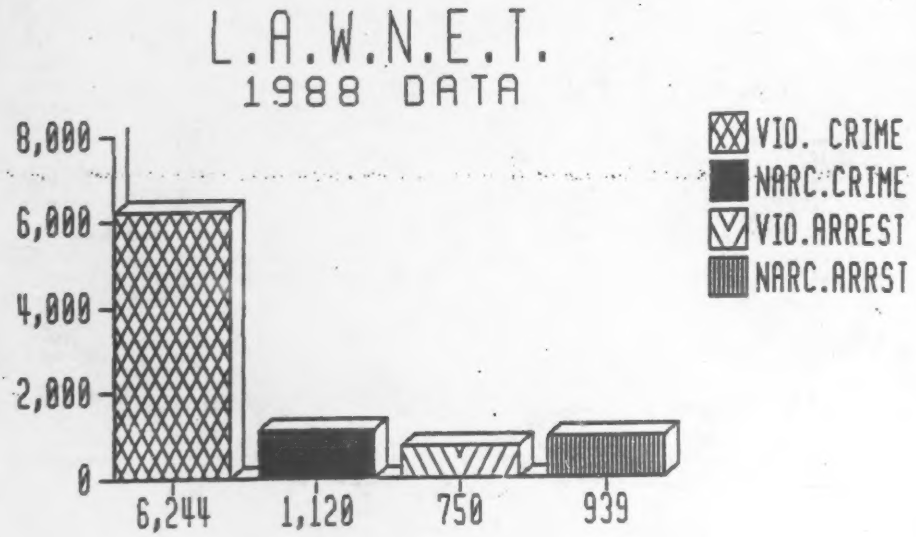
East Lansing Team One	Oceana, Newaygo, Mecosta, Berrien, Cass, Branch, Hillsdale, Gratiot, Barry, Shiawassee Counties
Gaylord Team	Gaylord, Montgomery, Alpena, Alcona, Oscoda, Crawford, Roscommon, Ogemaw, Iosco, Arenac, Osceola, Lake, Mason, Manistee, Montmorency, Wexford Counties

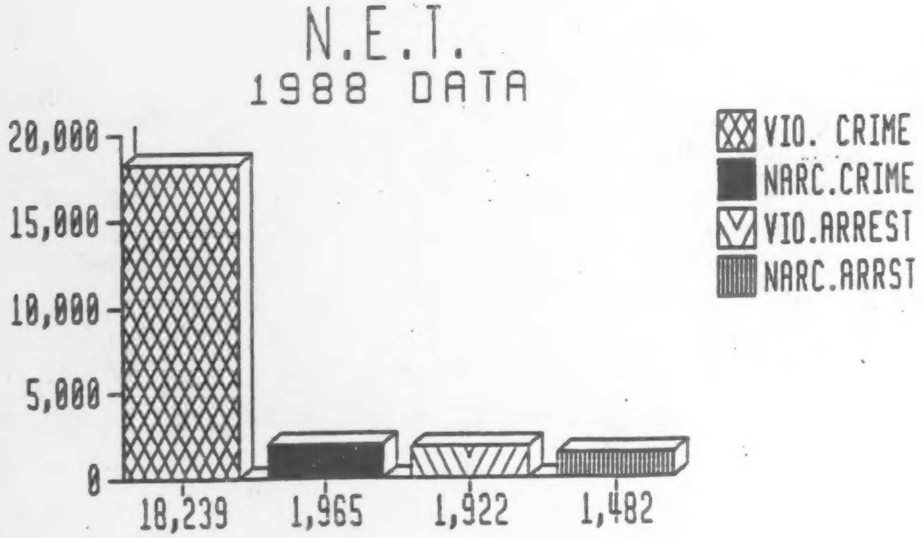
APPENDIX A

A graphic comparison by cooperative drug team jurisdiction:

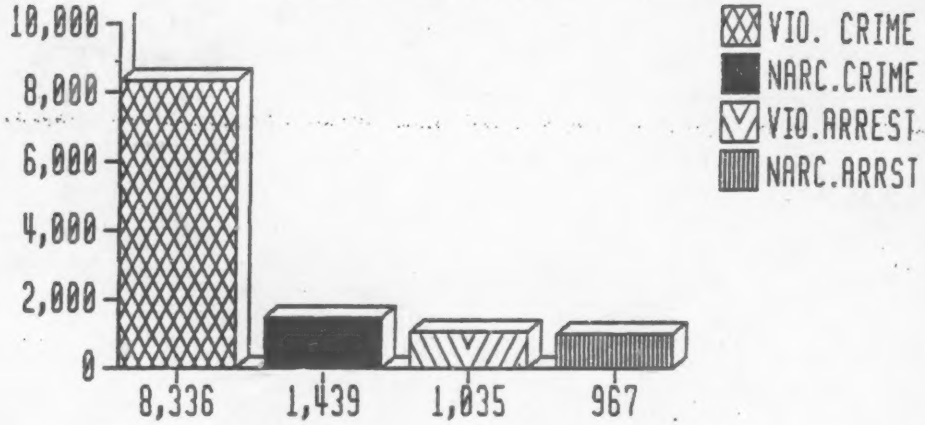
1. Violent crime offenses*
2. Narcotic crime offenses
3. Violent crime arrests
4. Narcotic offense arrests

*Murder, Non-negligent Manslaughter, Forcible Rape, Robbery, Aggravated Assault, and Burglary.

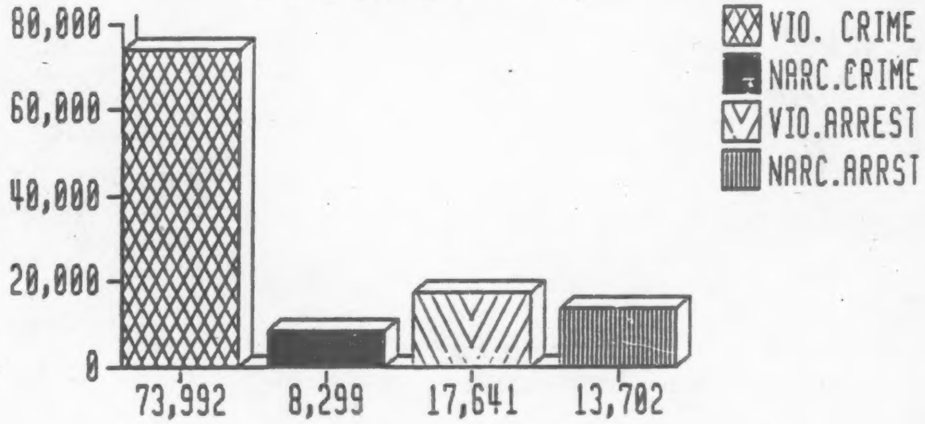

L.A.W.N.E.T.
1988 DATA
8,000
6,000
4,000
2,000
0
6,244
1,120
750
939
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST

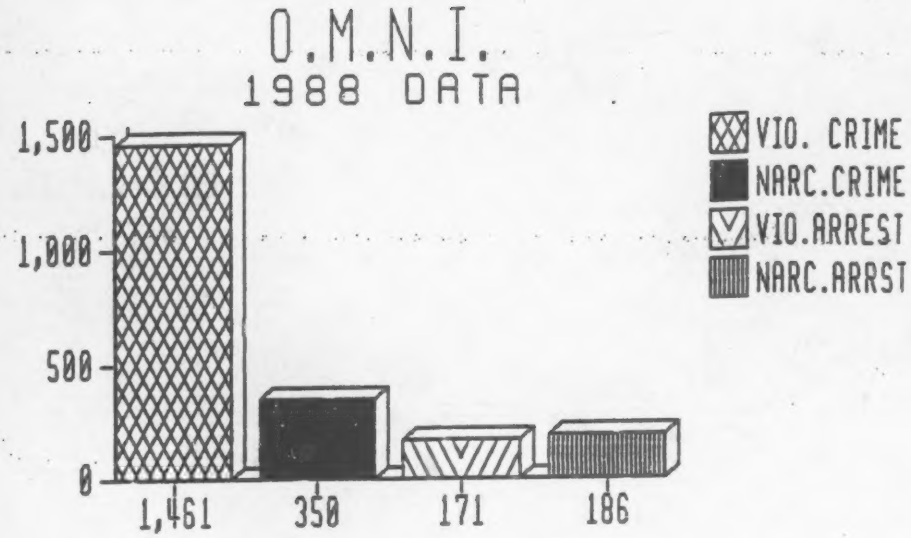

N.E.T.
1988 DATA
20,000
15,000
10,000
5,000
0
18,239
1,965
1,922
1,482
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST

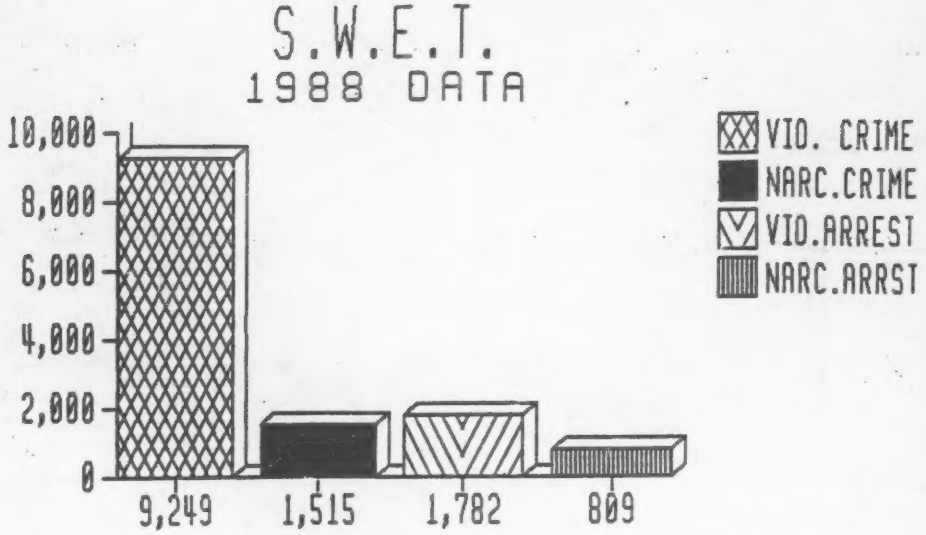
C.O.M.E.T.
1988 DATA

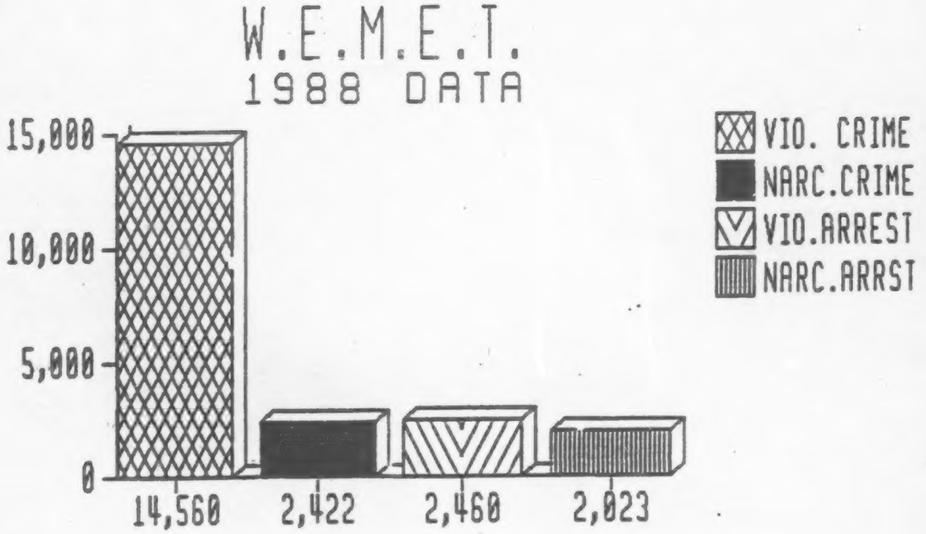


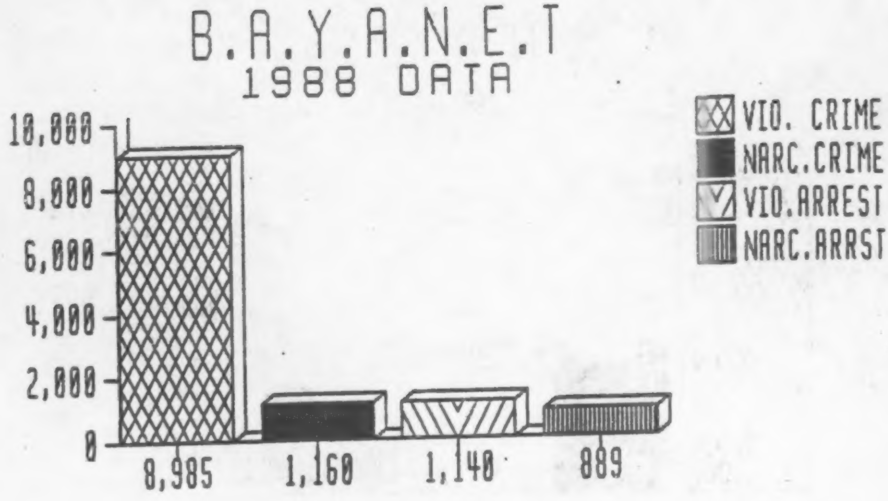
DRANO/WWN/LIVONIA TM ONE
1988 DATA

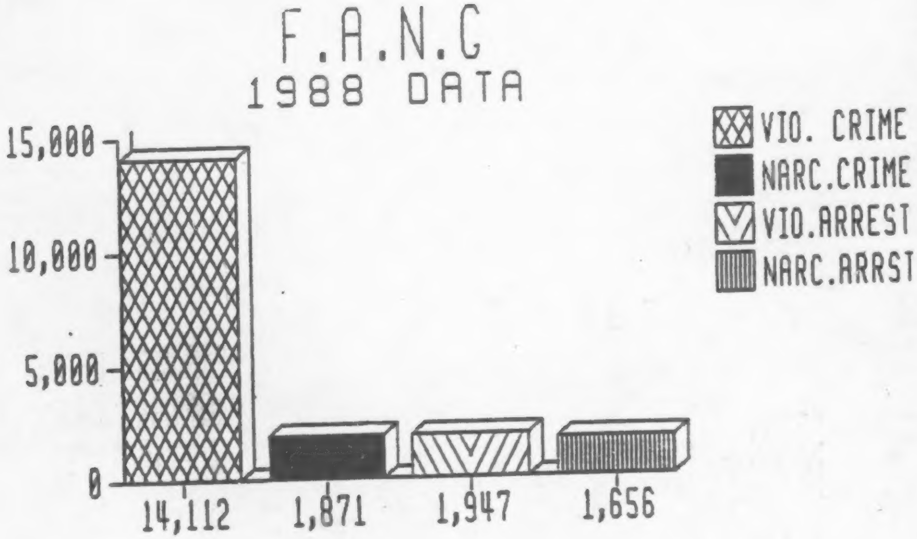


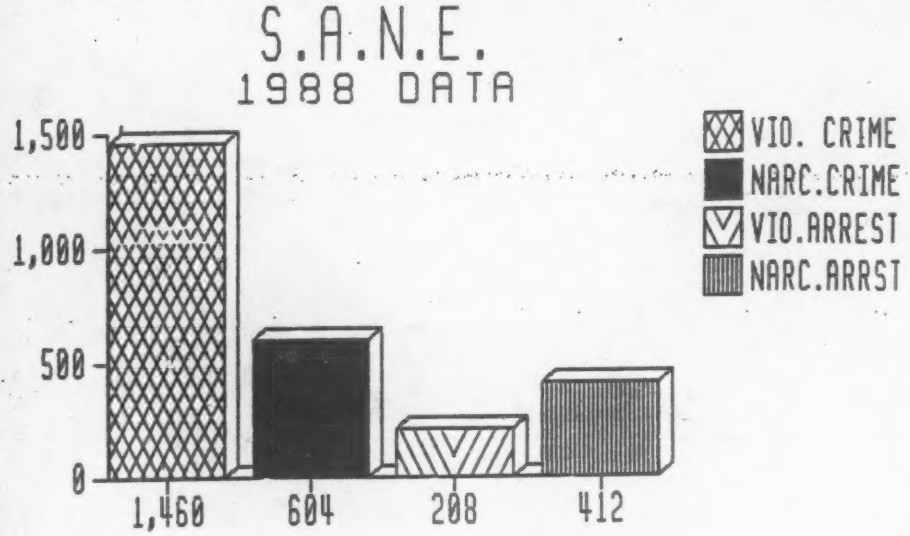

O.M.N.I.
1988 DATA
1,500
1,000
500
0
1,461
350
171
186
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST

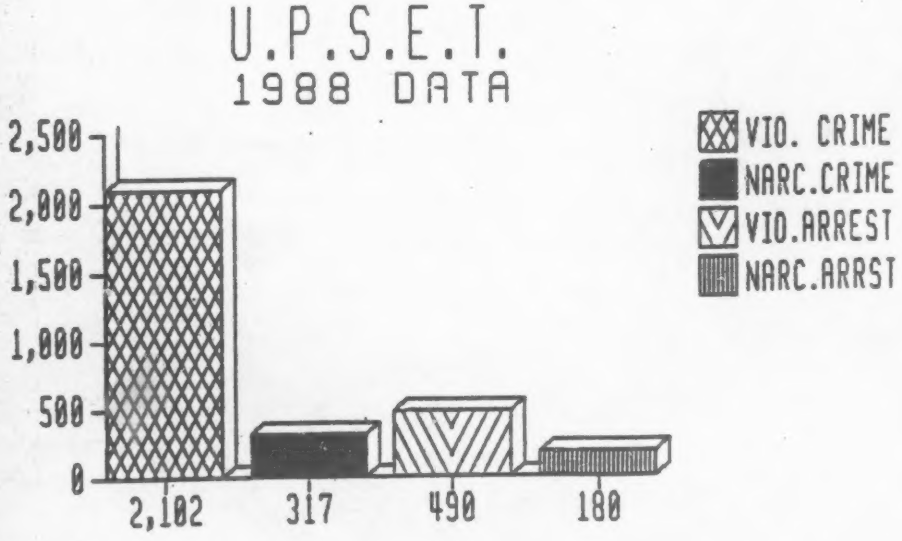

S.W.E.T.
1988 DATA
10,000
8,000
6,000
4,000
2,000
0
9,249
1,515
1,782
809
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST


W.E.M.E.T.
1988 DATA
15,000
10,000
5,000
0
14,560
2,422
2,460
2,023
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST


B.A.Y.A.N.E.T
1988 DATA
10,000
8,000
6,000
4,000
2,000
0
8,985
1,160
1,140
889
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST


F.A.N.G
1988 DATA
15,000
10,000
5,000
0
14,112
1,871
1,947
1,656
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST


S.A.N.E.
1988 DATA
1,500
1,000
500
0
1,460
604
208
412
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST

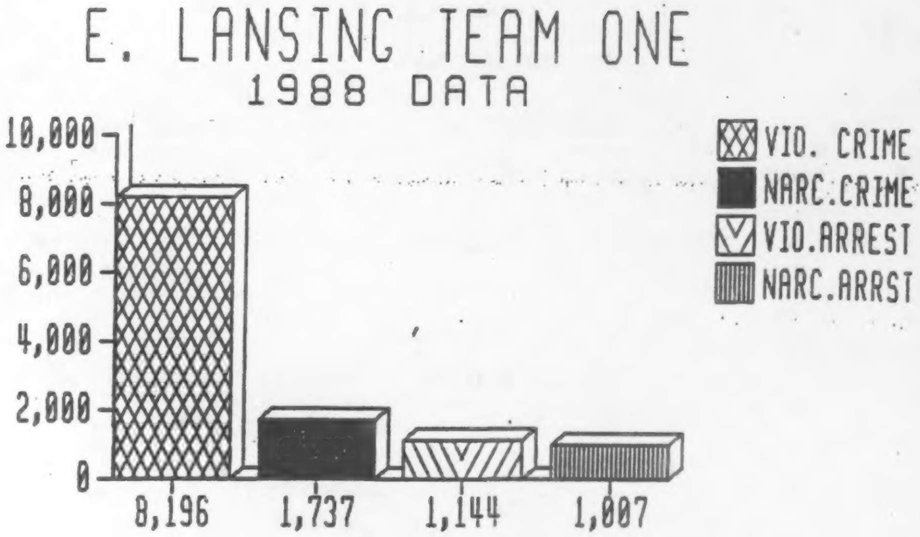

U.P.S.E.T.
1988 DATA
2,500
2,000
1,500
1,000
500
0
2,102
317
490
180
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST

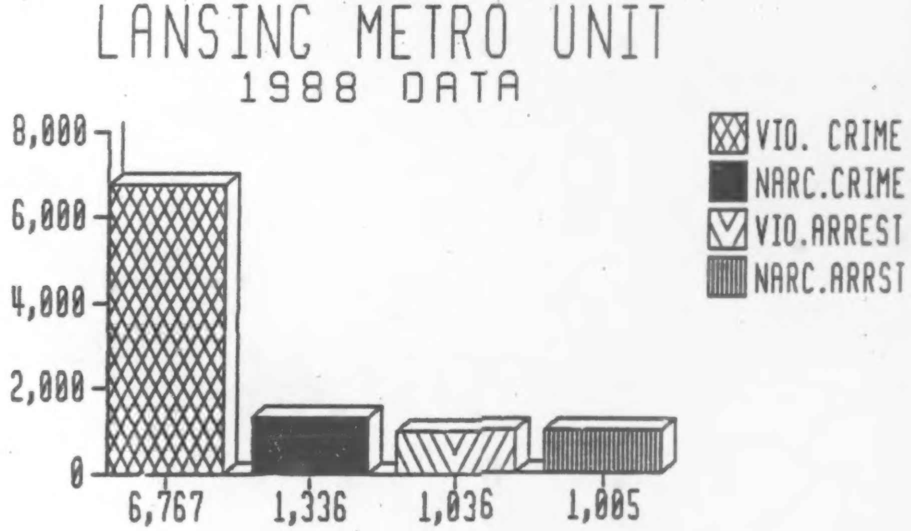
APPENDIX B

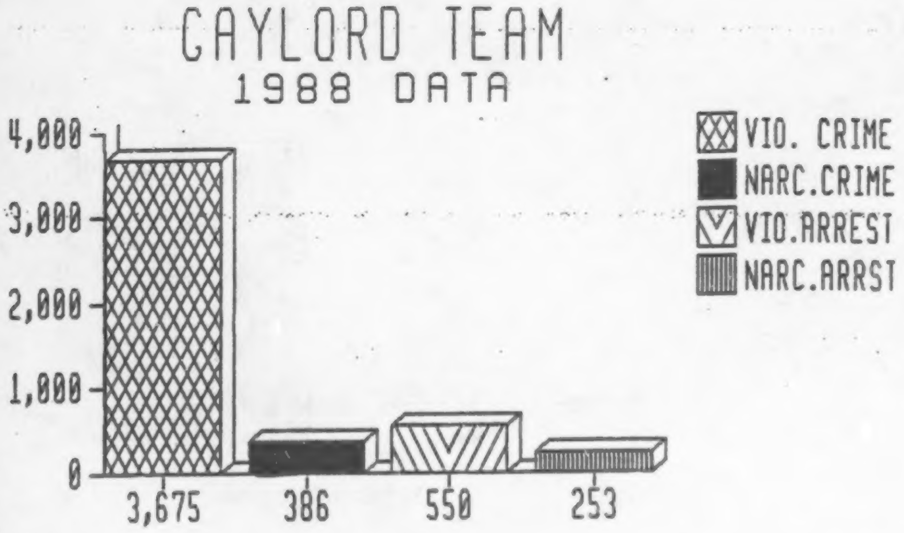
Seizure Trends

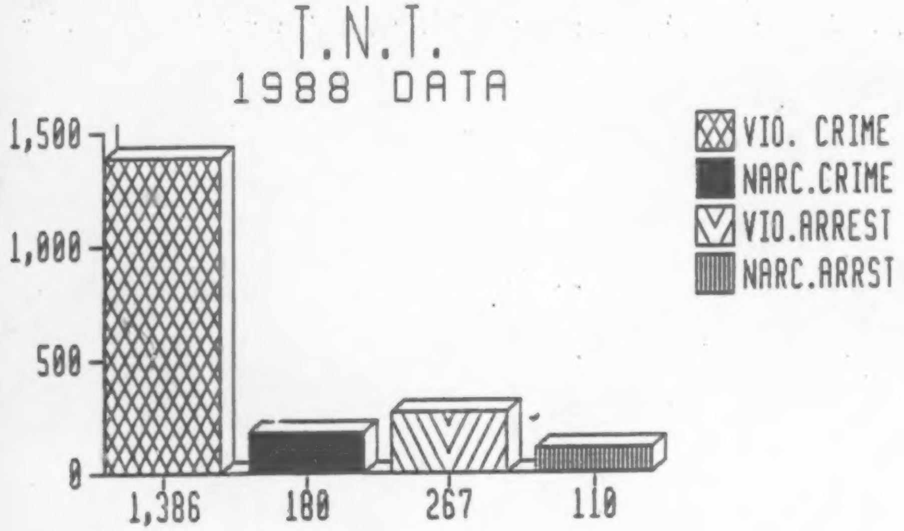
The following graphs depict drug seizure trends, by street value, from 1987 - 1989. Eleven counties in southeast Michigan and Detroit are compared to trends in the remainder of the state:

1. Heroin
2. Cocaine
3. Marijuana
4. Other

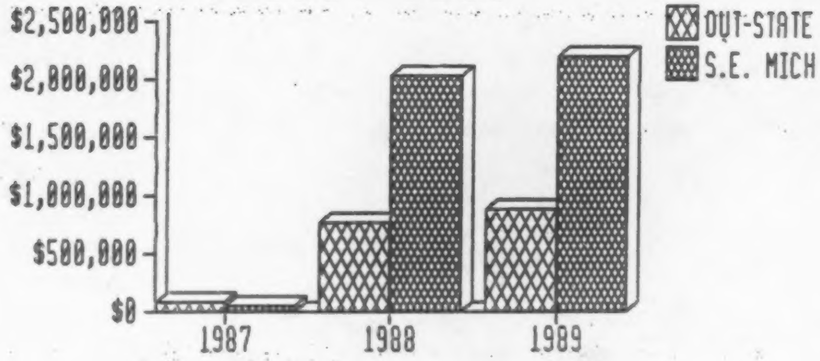

E. LANSING TEAM ONE
1988 DATA
10,000
8,000
6,000
4,000
2,000
0
8,196
1,737
1,144
1,007
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST


LANSING METRO UNIT
1988 DATA
8,000
6,000
4,000
2,000
0
6,767
1,336
1,036
1,005
VIO. CRIME
NARC.CRIME
VIO.ARREST
NARC.ARRST

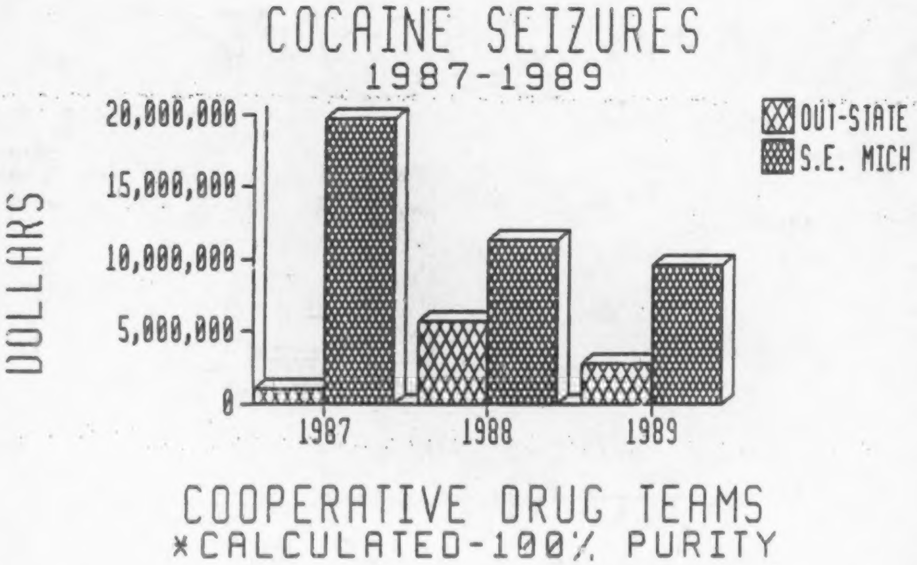

CAYLORD TEAM
1988 DATA
4,000
3,000
2,000
1,000
0
3,675
386
550
253
▨ VIO. CRIME
■ NARC.CRIME
▽ VIO.ARREST
▥ NARC.ARRST

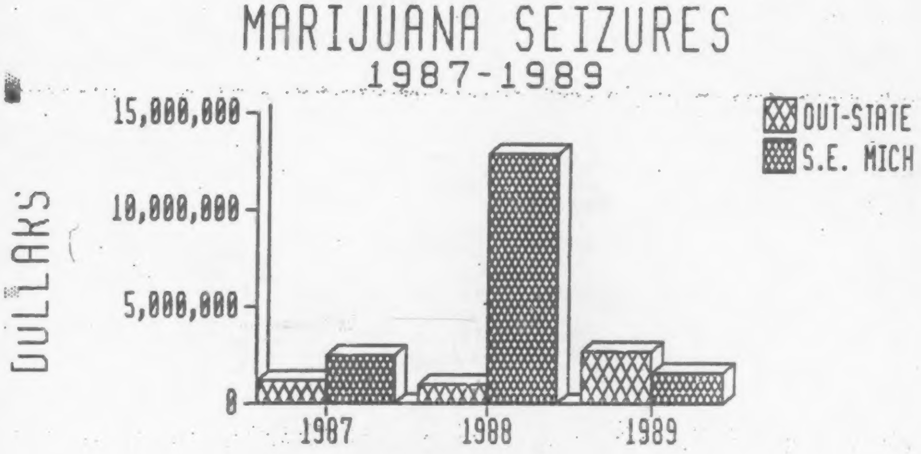

T.N.T.
1988 DATA
1,500
1,000
500
0
1,386
180
267
110
▨ VIO. CRIME
■ NARC.CRIME
▽ VIO.ARREST
▥ NARC.ARRST

HEROIN SEIZURES
1987-1989



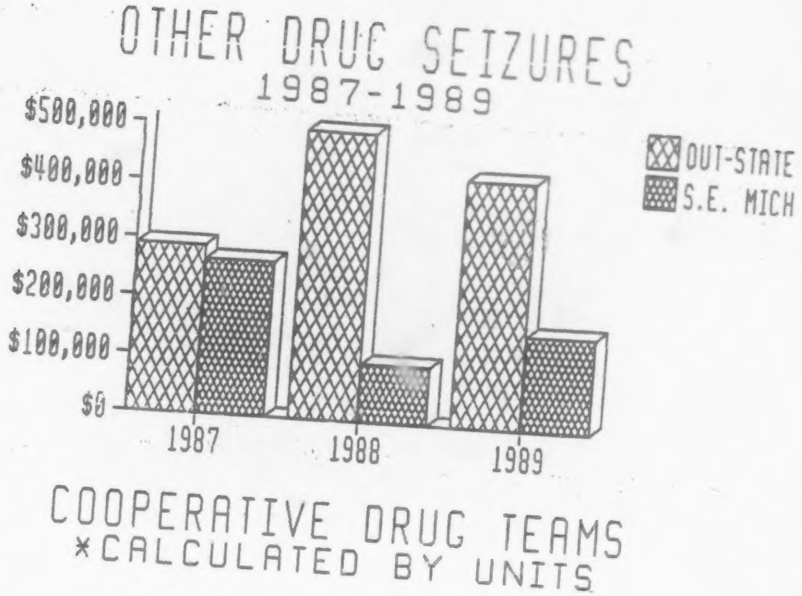
COOPERATIVE DRUG TEAMS
*CALCULATED-100% PURITY


COCAINE SEIZURES
1987-1989
DOLLARS
20,000,000
15,000,000
10,000,000
5,000,000
0
1987
1988
1989
OUT-STATE
S.E. MICH
COOPERATIVE DRUG TEAMS
*CALCULATED-100% PURITY



MARIJUANA SEIZURES
1987-1989

COOPERATIVE DRUG TEAMS
*CALCULATED PER POUND



OTHER DRUG SEIZURES
1987-1989

COOPERATIVE DRUG TEAMS
*CALCULATED BY UNITS

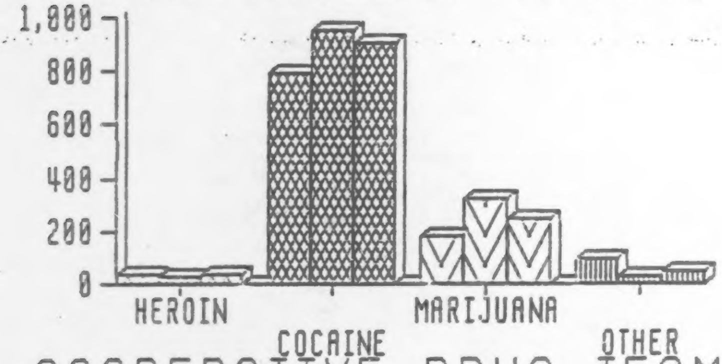
APPENDIX C

Arrest Trends

The following graphs depict drug arrest trends from 1987 through 1989:

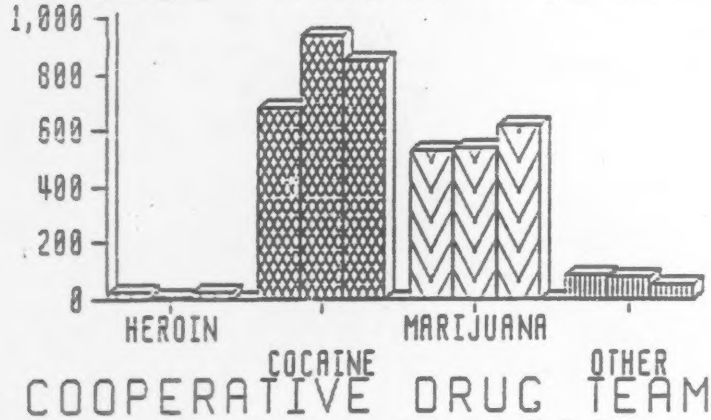
1. Detroit and southeast Michigan vs. out-state Michigan
2. Number of drug arrests by drug type, southeast Michigan
3. Number of drug arrests by drug type, out-state Michigan

OUT-STATE MICHIGAN
DRUG ARREST TRENDS



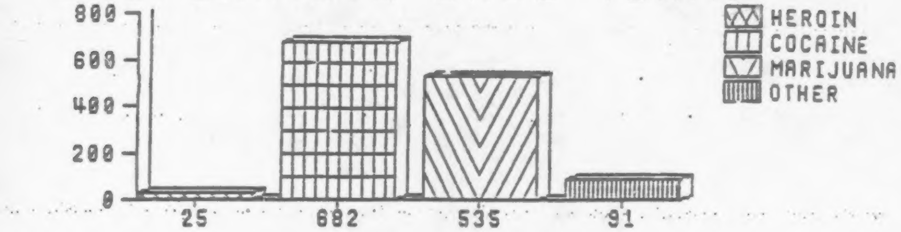
COOPERATIVE DRUG TEAMS
1987/1988/1989

SOUTHEAST MICHIGAN
DRUG ARREST TRENDS

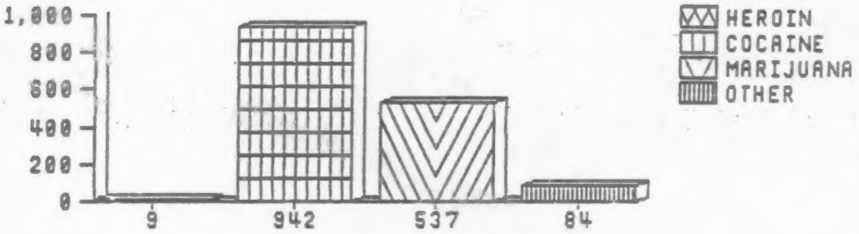


COOPERATIVE DRUG TEAMS
1987/1988/1989

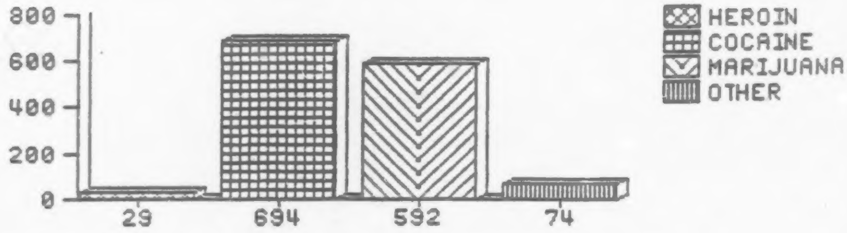
OUT-STATE MICHIGAN
COOPERATIVE DRUG TEAMS



1987 TOTAL DRUG ARRESTS

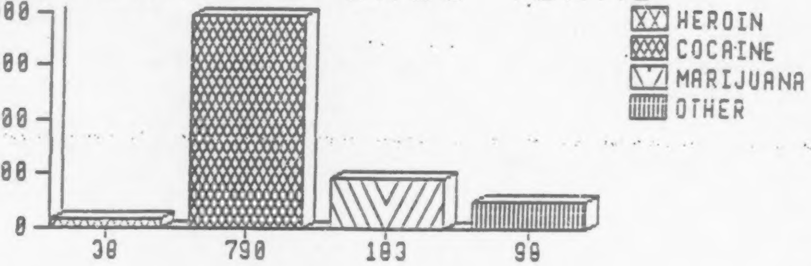


1988 TOTAL DRUG ARRESTS

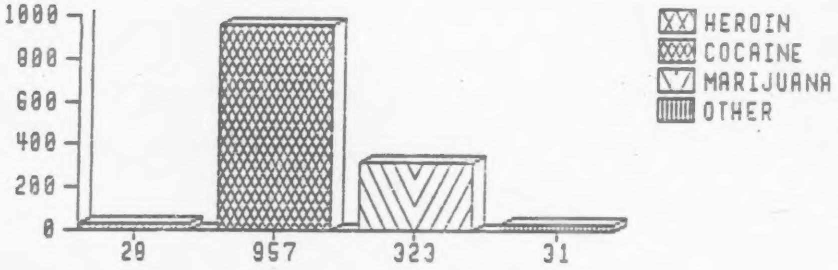


1989 TOTAL DRUG ARRESTS

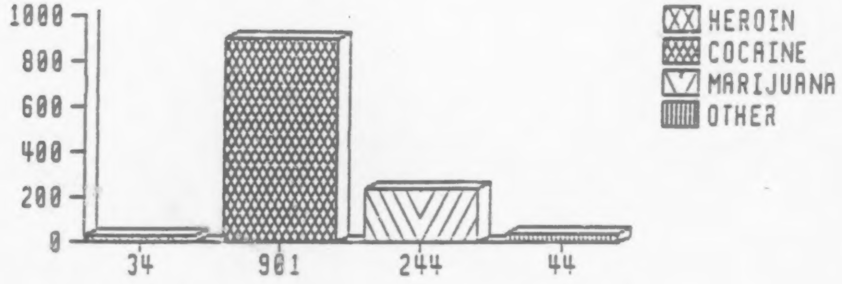
SOUTHEAST MICHIGAN COOPERATIVE DRUG TEAMS



1987 TOTAL DRUG ARRESTS



1988 TOTAL DRUG ARRESTS

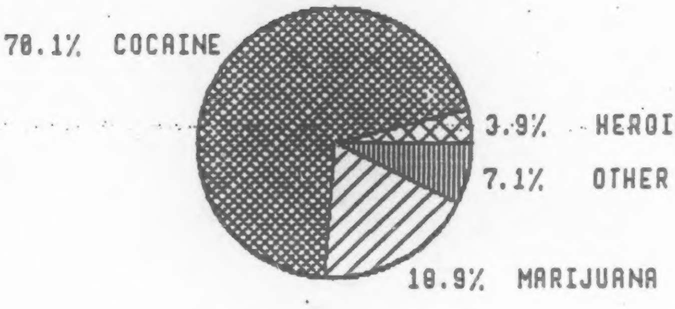


1989 TOTAL DRUG ARRESTS

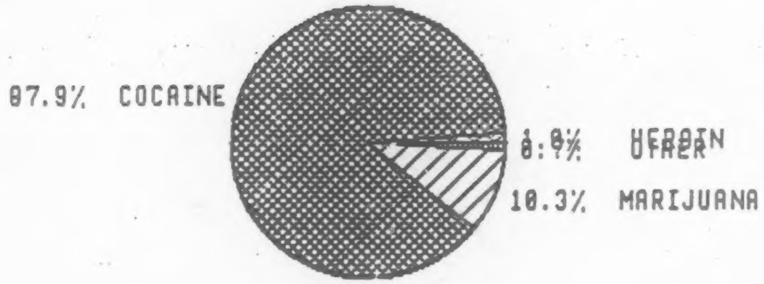
APPENDIX D

Percentage of drug arrests by drug type by cooperative drug teams for 1987, 1988 and 1989.

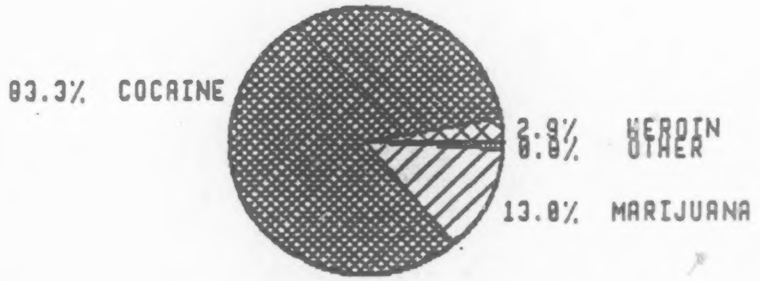
N.E.T.
1987



1988

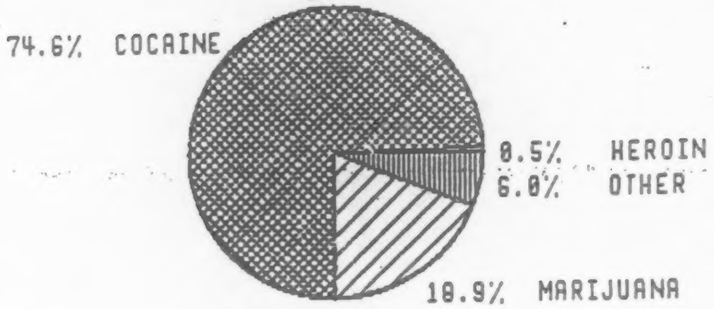


1989

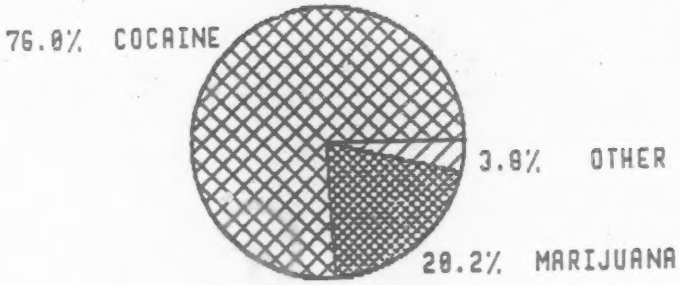


D.R.A.N.O.

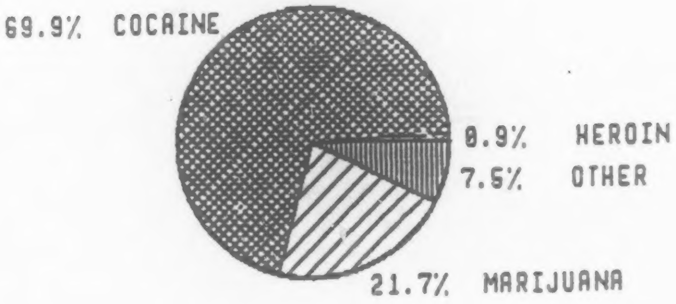
1987



1988

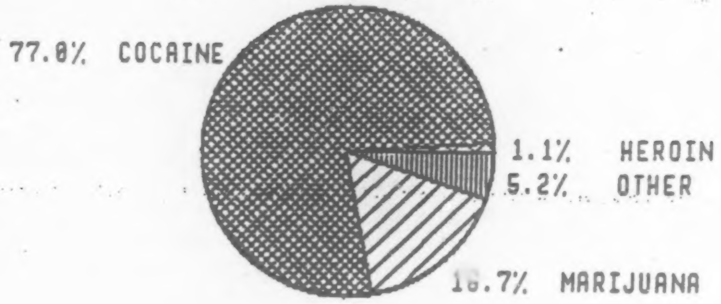


1989

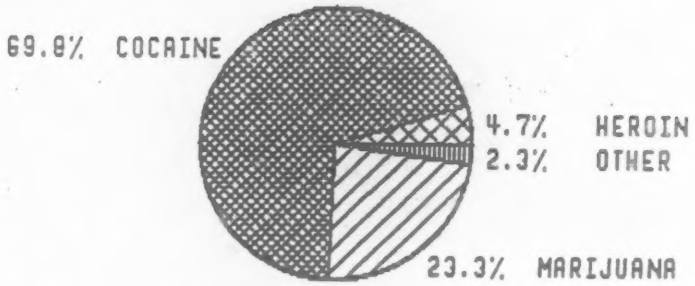


C.O.M.E.T.

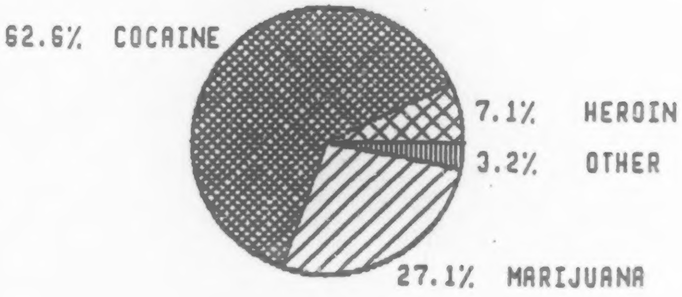
1987



1988

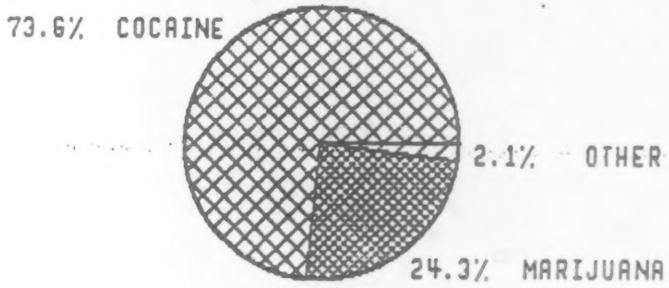


1989

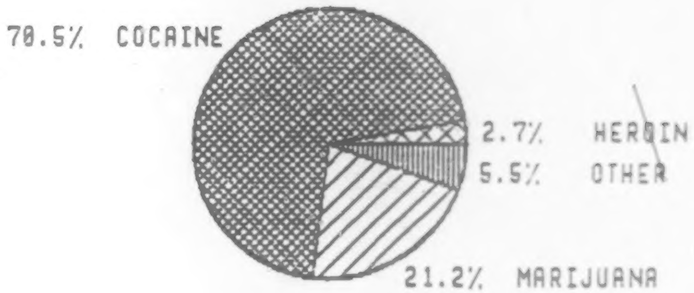


WESTERN WAYNE

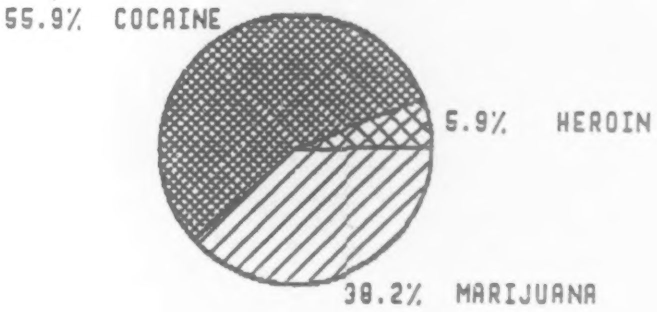
1987



1988

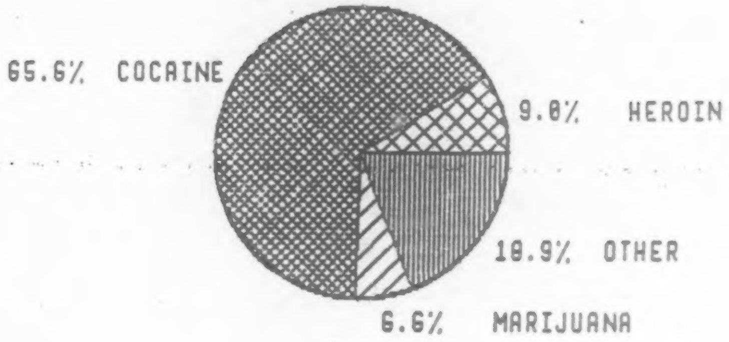


1989

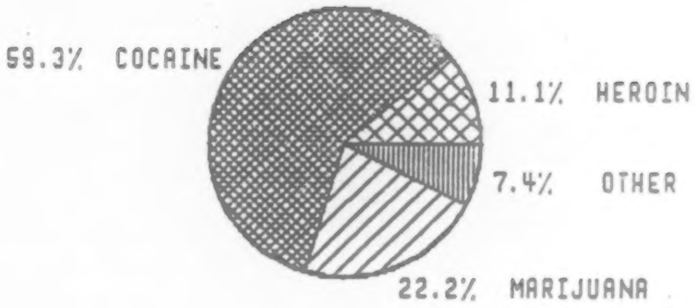


L.A.W.N.E.T.

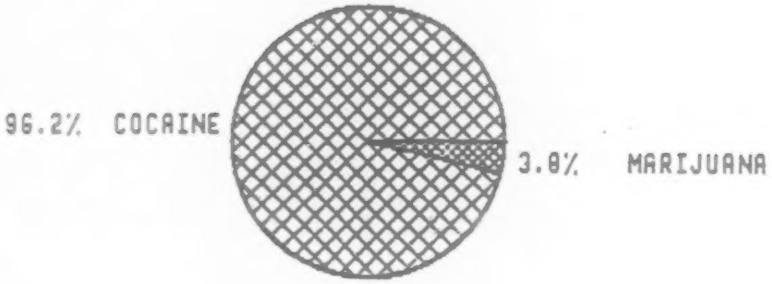
1987



1988

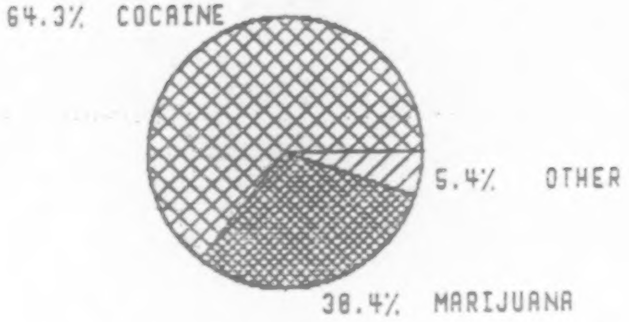


1989

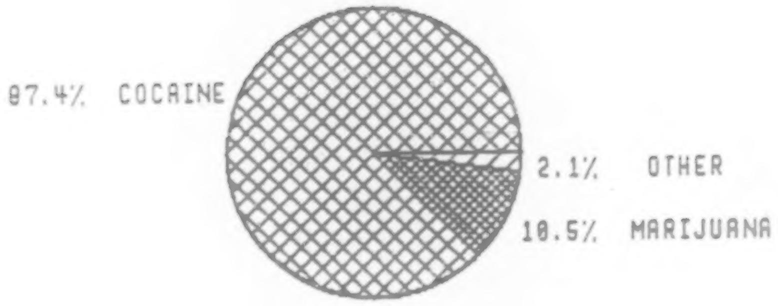


O.M.N.I.

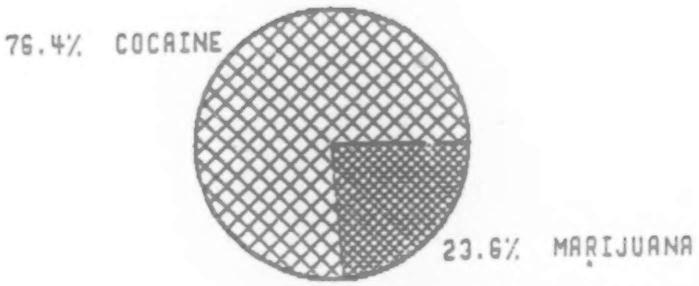
1987



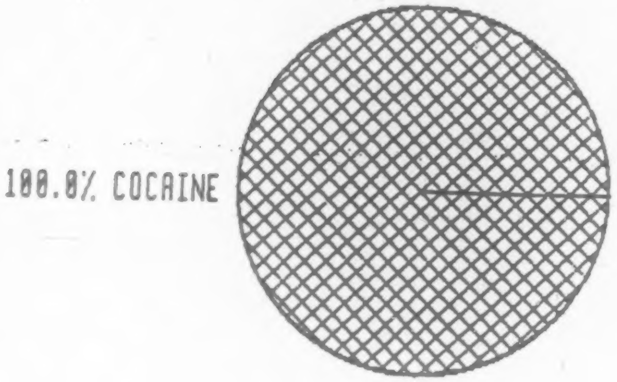
1988



1989

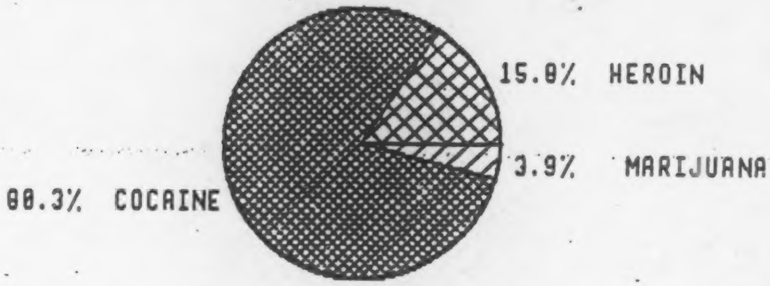


THUMB NARCOTICS UNIT
1989 START UP YEAR

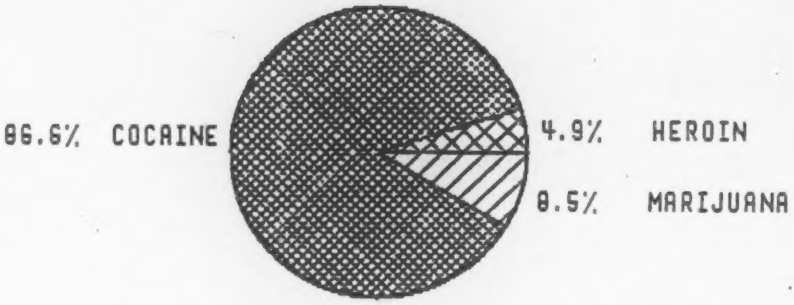


LIVONIA TEAM ONE

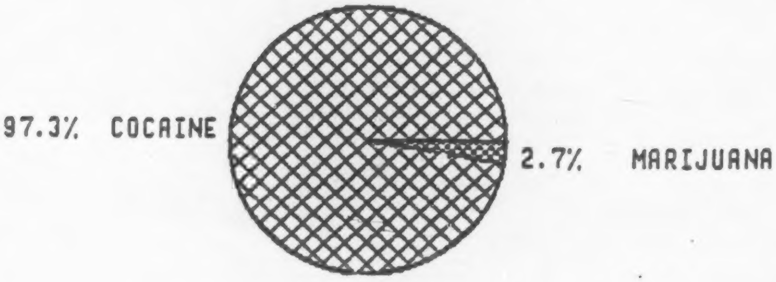
1987



1988

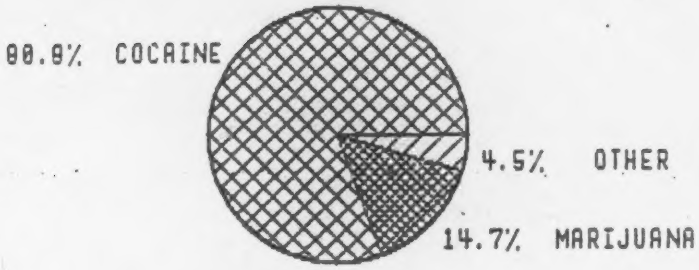


1989

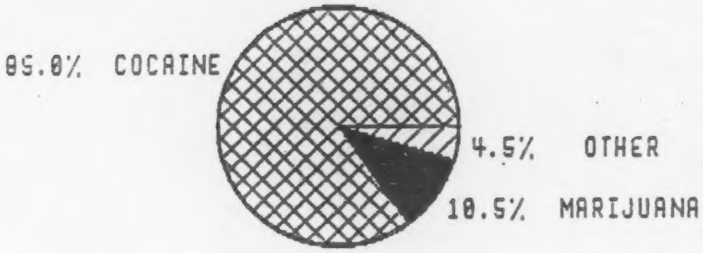


F.A.N.C.

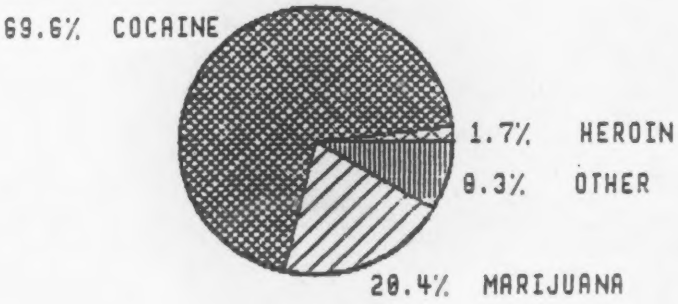
1987



1988

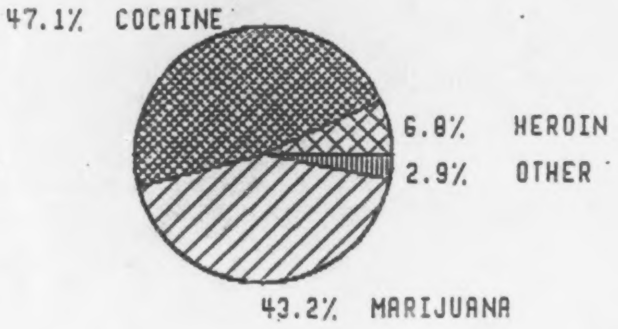


1989

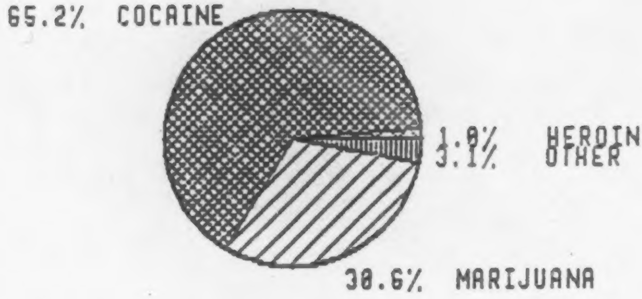


LANSING METRO

1987



1988



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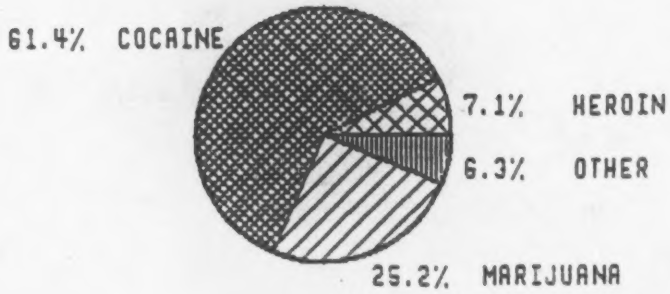

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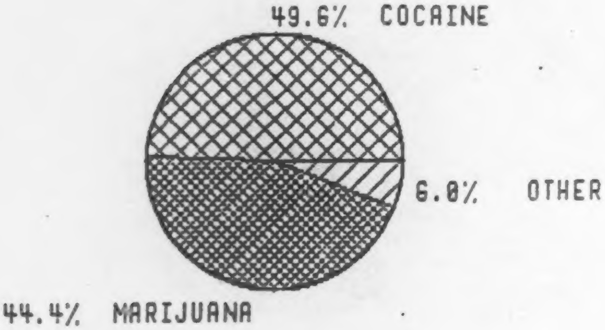
1987



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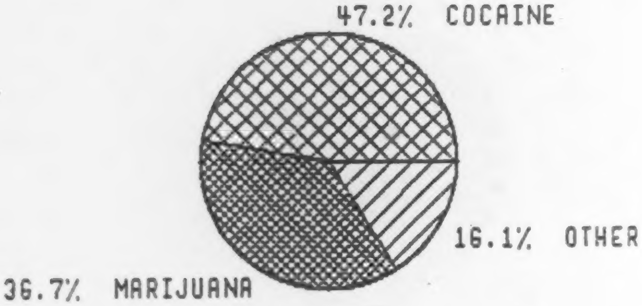

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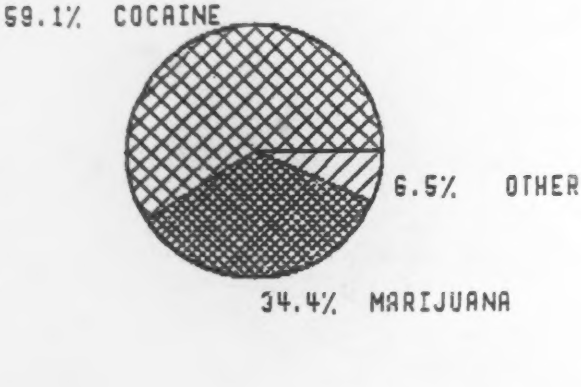
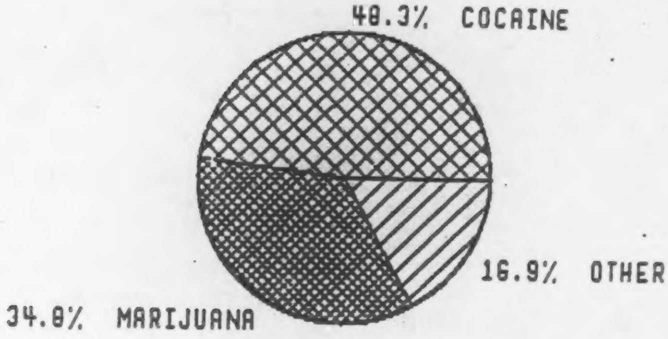


S.W.E.T.

1987



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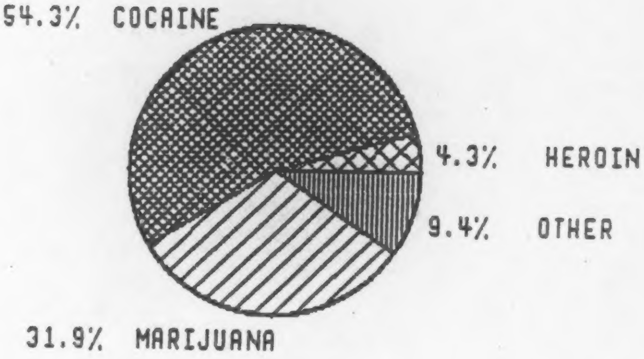

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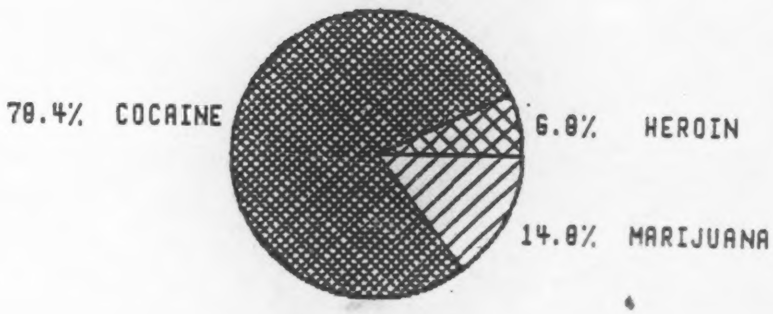

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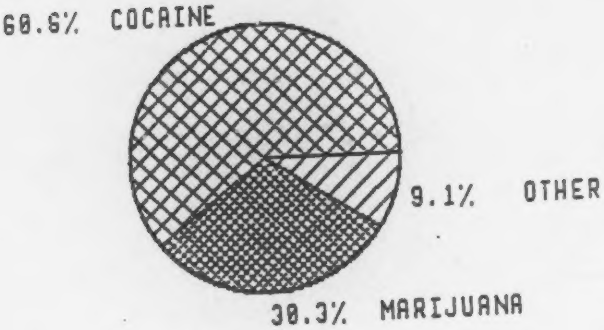

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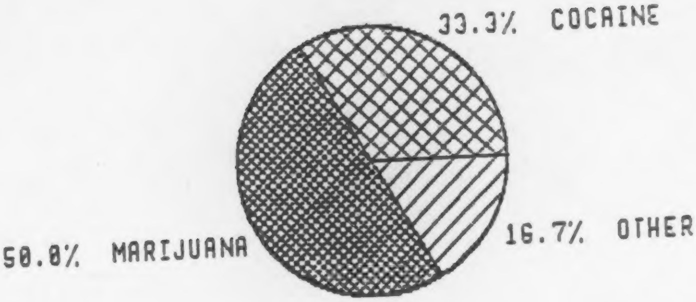

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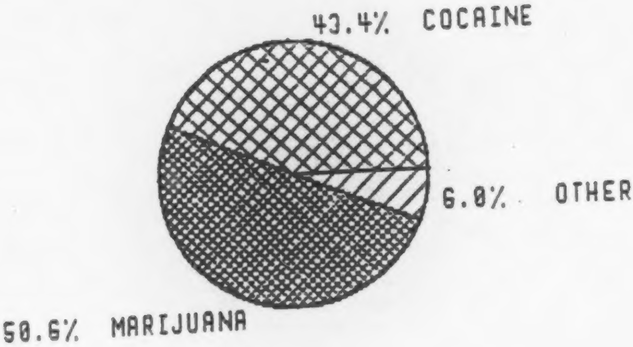
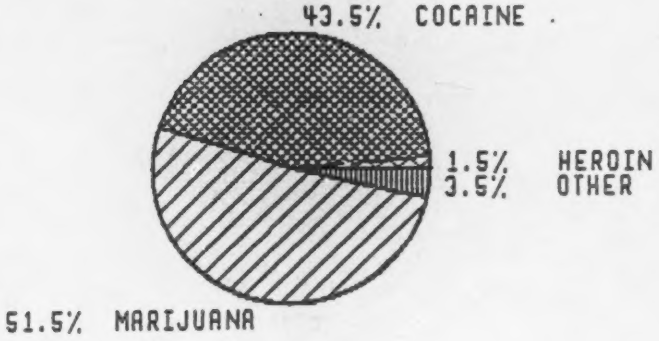


B.A.Y.A.N.E.T.

1987



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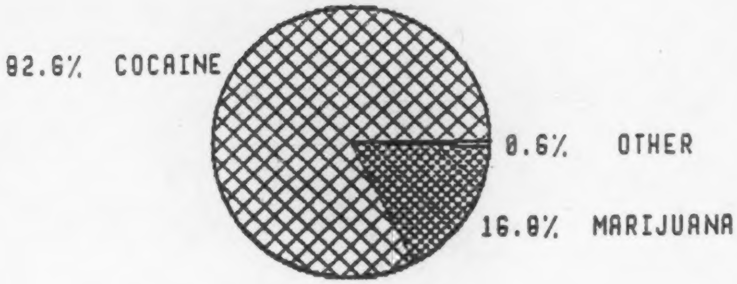

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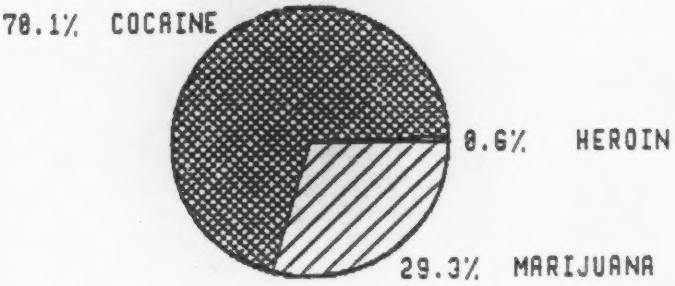
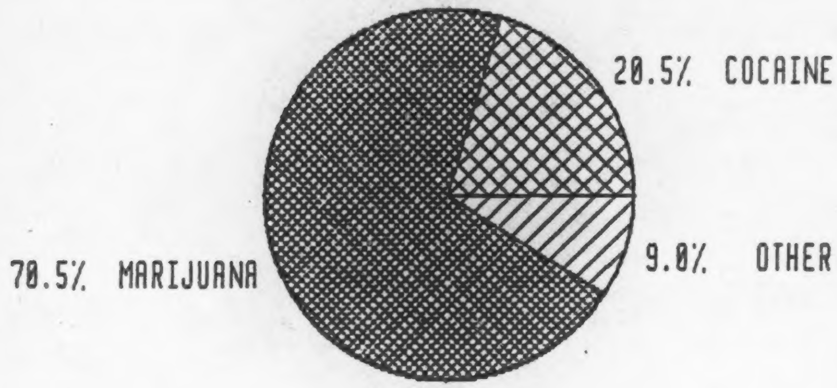


S.A.N.E.

1988 STARTUP YEAR



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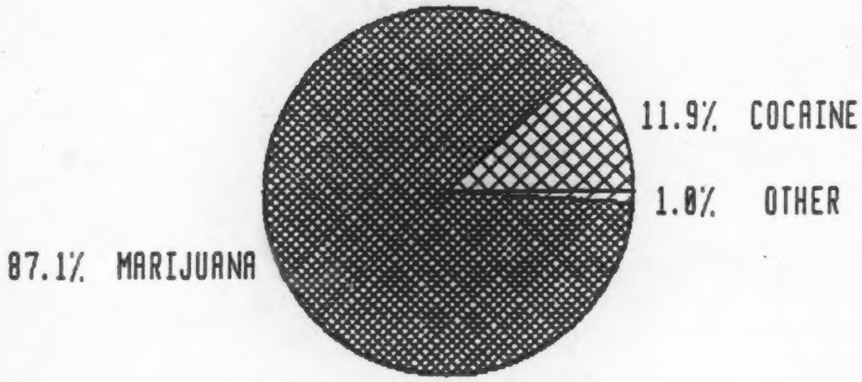
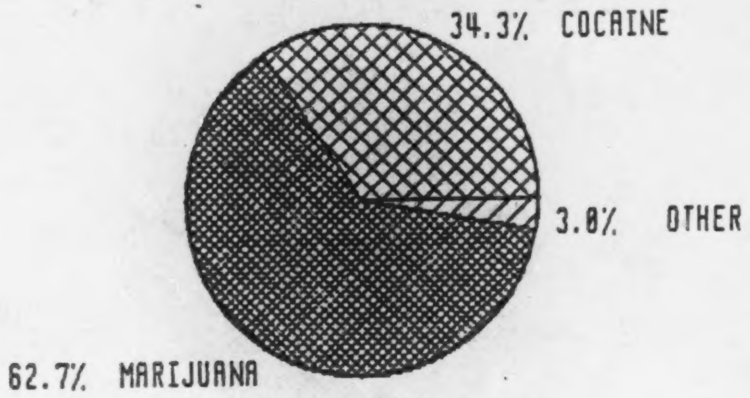


U.P.S.E.T.

1988 STARTUP YEAR



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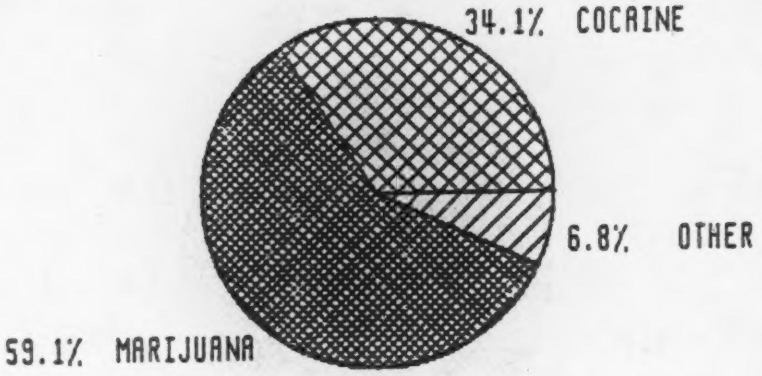
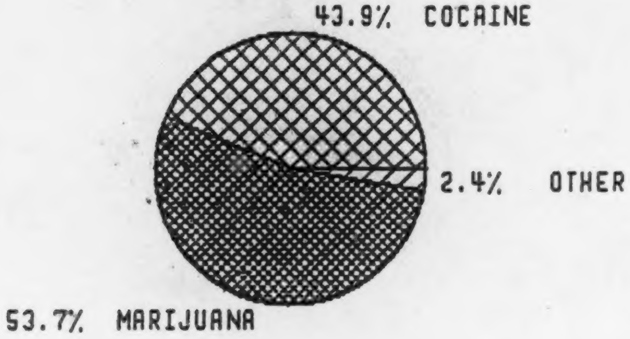
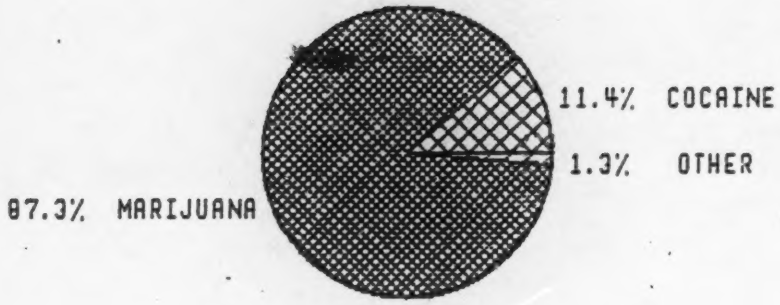


GAYLORD TEAM

1987



1988



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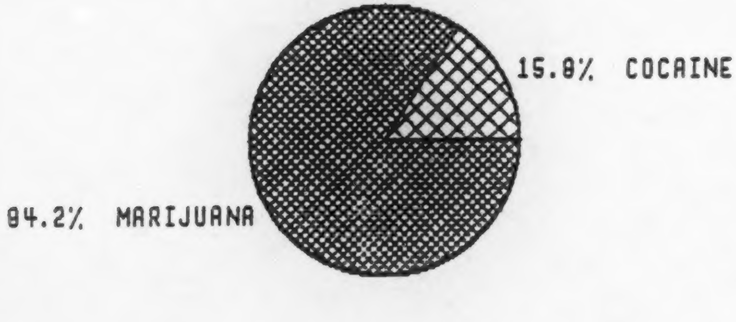
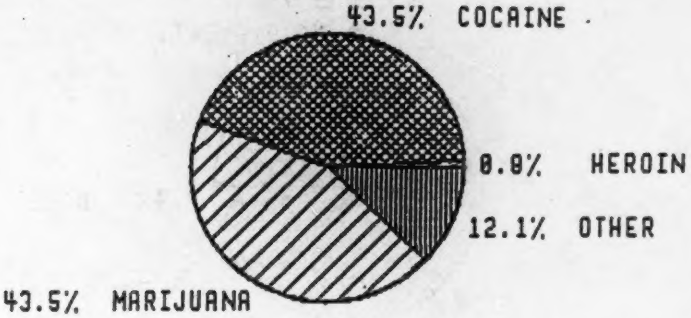


EAST LANSING TEAM ONE

1987



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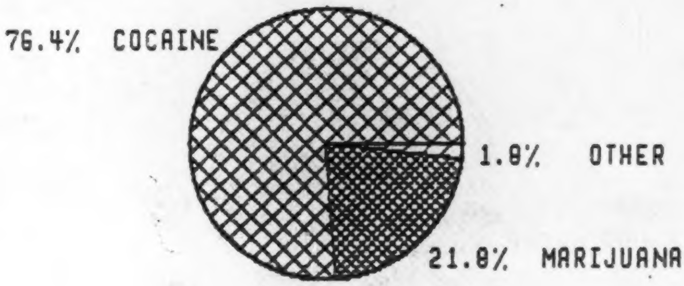

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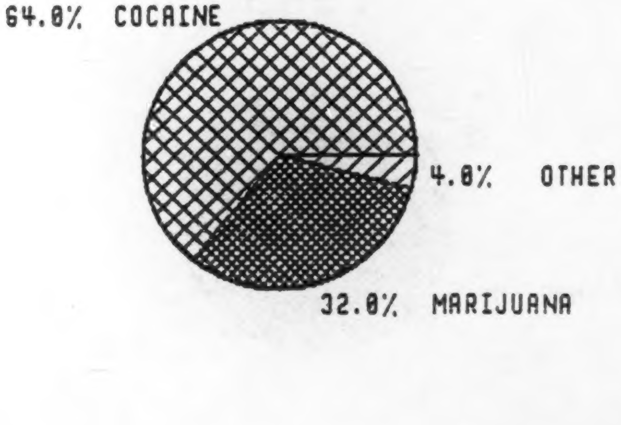

DRUG ABUSE TREND UPDATE–DETROIT/WAYNE COUNTY, MICHIGAN

JUNE 1989

Senate Permanent Subcommittee
on Investigations

EXHIBIT # 24

Richard F. Calkins
Evaluation Services Chief
Office of Substance Abuse Services
Michigan Department of Public Health

Detroit, Michigan

Cocaine remains the number one illegal drug of abuse in Detroit. Hospital emergency room (ER) reports indicate that cocaine accounts for 32 percent of all drug-related mentions. Treatment admission indicators show a 23-percent increase in the number of admissions for cocaine as the primary drug of abuse. Relatively steady numbers of heroin deaths over the past 7 years indicate ongoing heroin abuse in the metropolitan area. In contrast, heroin ER mentions and treatment admissions have declined. Codeine and its compounds continue to be the most widely abused other opiates. Indicators for marijuana remain stable. There continue to be periodic reports of stimulant, tranquilizer, sedative/hypnotic, and hallucinogen use in the city. Intravenous drug abuse is a factor in 28 percent of the total 1,120 AIDS cases recorded in Michigan as of mid-May 1989.

INTRODUCTION

The city of Detroit and surrounding Wayne County are located in the southeast corner of the lower peninsula of Michigan. The Detroit/Wayne County population of 2.2 million persons represents 24 percent of Michigan's population of 9.3 million. The Detroit metro area ranks sixth among the major population centers in the U.S.

A number of factors contribute to probabilities of substance abuse in the area. For example:

- A major international airport and numerous large and small airports outstate
- International borders with neighboring Ontario, Canada--including land crossings at Detroit, Port Huron, and Sault Ste. Marie, as well as through three Great Lakes and the St. Lawrence Seaway
- Large minority populations (74 percent in Detroit, 39 percent in Wayne County, and 15 percent statewide are nonwhite)

- Large number of colleges and universities
- Large population of skilled workers with relatively high levels of income (especially in the auto industry), and a large population with low or marginal employment skills
- High-school dropout rates of an estimated 40 percent (but declining) in Detroit and 37.6 percent statewide, (compared to the national average of 29.9 percent)
- Chronic high unemployment--the statewide rate of 6.7 percent in April 1989 was highest among the 11 largest States; the nationwide rate was 5.3 percent. Metro area unemployment is higher, particularly among minorities, and highest among minority youth--50 percent or higher. The overall statewide rate appears to be fluctuating between 6.1 and 6.9 percent each month.
- Infant mortality in Detroit is currently at 20.5 per 1,000 births--twice the national average; blacks, in particular, are affected (24.3/1,000 births), compared to whites (9.8/1,000 births).

DRUG ABUSE INDICATORS

Highlights of major patterns and trends in drug abuse in Detroit and Michigan are discussed below by drug category.

1. COCAINE

It is now 2.5 years since virtually all indicators for cocaine equaled and surpassed those for heroin. Cocaine remains the number one illegal drug in the metropolitan area as well as statewide. Diffusion to outstate areas continues to increase.

The last report summarized some of the findings from a 4-year study of the involvement of cocaine in deaths investigated by the Wayne County Medical Examiner. During the study period, the finding of cocaine use prior to death increased from 13 percent (1984) to 38 percent (1987). The study has been accepted for inclusion in a forthcoming issue of the *Journal of Forensic Sciences*. Data on cocaine involvement in deaths for 1988 and 1989 have not been completely compiled, but estimates indicate that the 1987 level of cocaine positivity has remained stable or even increased overall. There are no significant demographic changes since the previous report in terms of age, sex, and race distributions among cocaine-involved deaths in 1988.

Cocaine's role in metropolitan area homicides during 1987 has been previously reported; 50 percent of the victims were found to be cocaine positive, while a record 831 homicides were reported. During 1988, there were a total of 730 homicides--a 12-percent decline over the prior year. However, this is more or less a return to levels that had been among the highest per capita for the last few years. Through June 12, the 1989 homicides totaled 305; annual projections estimate about 655 by year end--a 10-percent decline from 1988 levels. Police officials continue to report that many of these cases involve drug "turf wars" or similar contributing circumstances.

Data from hospital emergency rooms participating in the Drug Abuse Warning Network (DAWN) reporting system continue to reflect increases in the numbers and percentages of total cases that involve cocaine (exhibit 1). During 1987, cocaine ER mentions rose to 29 percent of all mentions compared to 20 percent in 1986 and 9 percent in 1985. During 1988, cocaine continued to rank first, with 32 percent of all reported mentions.

Treatment admissions data for cocaine also continue to reflect increases in both the metropolitan area as well as statewide (exhibits 2, 3, and 4). In fiscal year (FY) 1988, there were 9,988 admissions statewide with cocaine as the primary drug--a 33-percent increase over the 7,519 cases in FY 1987. In the first 6 months of FY 1989, there have been 5,877 admissions for cocaine--an 18-percent increase over the prior year if the admission trends continue through the fiscal year. In Detroit/Wayne County, the 6,107 cocaine admissions in FY 1988 reflected a 23-percent increase over the 4,981 admissions in FY 1987. Through the first 6 months of FY 1989, the 3,392 cocaine admissions represent an 11-percent increase annually over the prior year. Outstate (not considering Detroit/Wayne County admissions), over the last fiscal year, the increase in cocaine admissions is up 28 percent.

Although these yearly increases continue to be significant, they appear to reflect an apparent slowing in the previous trend of cocaine admissions doubling each year. However, cocaine as the primary drug now accounts for 39 percent--up from 33 percent--in Detroit/Wayne County and 20 percent--up from 17 percent--statewide.

Cocaine use is even more evident as either the primary or secondary drug of abuse among treatment admissions. More than half (52 percent now versus 46 percent last fiscal year) of all admissions in Detroit/Wayne County fit this circumstance as do more than one-quarter (28 percent now versus 24 percent last fiscal year) of statewide admissions.

The above data reflect the continuing trend of increased cocaine use reported among outstate admissions. All urban areas in the State have reported some level of active cocaine use, and many more rural areas are reflecting this circumstance.

Crack use accounts for more than one of every three (37 percent) primary cocaine admissions in Detroit/Wayne County and 28 percent statewide. Crack alone, as either the primary or secondary drug, now accounts for 17 percent of Detroit area admissions and 6 percent statewide. These percentages represent a 3-percentage-point increase for crack over last year's levels in Detroit/Wayne County, yet no change in the statewide composites.

Just under three-quarters (74 percent) of statewide primary crack admissions were to programs in Detroit/Wayne County during the first 6 months of FY 1989. This is almost identical to last year's level. It may be that the rate of increase in crack use outstate is now becoming essentially constant; most of the crack use appears to remain confined to the metro area.

As discussed in the last report, the demographic characteristics of treatment admissions for cocaine hydrochloride (powder form) differ somewhat from those of crack users (exhibits 5 and 6). However, some apparent changes are underway. For example, males had outnumbered females by a 3:1 margin both for crack and cocaine; however, during the first 6 months of this year, females accounted for higher proportions among total cases both in the metro area and statewide, for both cocaine and crack admissions. Blacks clearly continue to be more involved in crack (87 percent in Detroit/Wayne County and 78 percent statewide in FY 1988) than in cocaine (70 percent in Detroit/Wayne County and 56 percent statewide); however, in the first 6 months of FY 1989, the proportion of blacks is down from last year. Whites, on the other hand, are more often involved in using cocaine (30 percent this year versus 28 percent last year in Detroit/Wayne County and 44 percent statewide in the first half of FY 1989 versus 42 percent last year) rather than crack (now 18 percent versus 13 percent last year in Detroit/Wayne County and now 27 percent versus 21 percent last year statewide). These proportions are important changes compared to the last 2 fiscal year characteristics of cocaine users entering treatment.

The age distribution among both crack and cocaine admissions in both Detroit/Wayne County and statewide appears to be remarkably stable over the last 2 years. About 5 to 7 percent of these two groups are under age 21. Roughly 75 to 80 percent of all cocaine users entering treatment are between the ages of 21 and 35 years. Crack users, as noted in the last report, continue to enter treatment sooner than cocaine users.

Cocaine availability continues to be high, with little change in price or purity. Crack continues to be more readily sold in urban areas, while cocaine powder seems more popular in suburban and rural areas. Prices remain relatively stable, perhaps at all-time lows. Crack can be bought in small amounts for $3-$20; most common units appear to be sold for $5-$6. Ounces of powder can be found for as low as $600, and lower for larger quantities, in the metropolitan area. Outstate ounce prices are usually in the $900-$2,000 range. Kilogram prices vary from $10,000 to $30,000 depending on quantity and connections. Reports continue of "burns," where buyers end up with substances like flour; this, in turn, has intensified risks to buyers and sellers, especially increasing the likelihood of violence. Virtually all urban areas throughout Michigan have noted homicides and shootings related to cocaine trafficking. There are numerous reports of metro Detroit area residents being involved in homicides and/or drug sales and arrests in outstate areas such as Lansing, Kalamazoo, Grand Rapids, Flint, Saginaw, and other cities.

The amounts of cocaine seizures by law enforcement continue to increase. The City of Detroit Police Narcotics Unit began a major campaign targeted at crack late in 1987. In 1988, 2,533 raids were conducted in addition to 872 street enforcement actions; these resulted in over 5,700 arrests on felony or misdemeanor charges. This compares to some 850 raids 1 year earlier. Over 80 percent of arrestees who admitted to the police that they were users reported cocaine or crack use. Detroit narcotics police seized between 6 and 40 pounds of cocaine each month in 1988 for a year-end total of 193 pounds; they also seized about $1.6 million in cash, 133 vehicles, and 2,400 firearms. Thus far in 1989, the arrest and seizure activity in Detroit has remained relatively stable. However, May 1989 was significant; 627 pounds of cocaine were seized along with 175 guns, 15 vehicles, 128 pounds of heroin, 62 pounds of marijuana, and 195 pills--all had a combined estimated value of $3.5 million.

No single organization controls the cocaine traffic in the metro area; a number of Chaldeans in the Dearborn area have reportedly become major figures in cocaine distribution.

2. HEROIN

The last report noted that the indicator data were generally showing a decline in heroin abuse; it is now 2.5 years since the indicator data for cocaine began to exceed heroin. However, it is generally felt that heroin abuse is somewhat endemic (particularly in the Detroit/Wayne County area). Perhaps the apparent decline reflects an overshadowing of cocaine rather than a decline in heroin abuse per se. During the last 18 months, heroin purity has appeared to increase; however, the picture is not clear about the extent and number of new users.

Data from the Wayne County Medical Examiner show that 1987 was the worst year (240 cases) since 1975 for narcotic addiction deaths (exhibit 7). In 1988, there were 177 such deaths--roughly the same as during the 1982-1984 period. Preliminary data for the first 3 months of 1989 indicate a total of 41 narcotics deaths. These relatively steady occurrences of heroin deaths demonstrate the ongoing stability of heroin abuse in the metropolitan area. Demographic characteristics of the decedents continue to be identical to those noted in earlier reports.

As noted in the past two reports, heroin ER data have reflected a decline in rank--from first in 1985 to third in 1988--as well as a decrease in quarterly mentions and percentage of all mentions during 1988 (exhibit 1).

Admissions to treatment for heroin in Detroit/Wayne County have shown a steady decline over the last 5 years (exhibit 2). Heroin admissions in FY 1988 and for the first 6 months in FY 1989 made up 10 percent of total admissions; during earlier years, this proportion had been as high as 25 percent of all admissions. Increases are expected to occur as the apparent increase in heroin purity eventually results in more addicts seeking treatment.

Statewide, during FY 1988, heroin admissions declined 9 percent, yet still comprised the same proportion (5 percent) of total admissions. During the first 6 months of FY 1989, this decline continued by another 6 percent, but the proportion of total admissions remained at 5 percent (exhibit 8). The proportion of statewide heroin admissions that occurred in Detroit/Wayne County during FY 1988 was 70 percent, and 68 percent in the first 6 months of FY 1989; 3 years earlier, it had been 84 percent.

Heroin as either the primary or secondary drug of abuse was reported by 13 percent of admissions in Detroit/Wayne County and 6 percent of statewide admissions during FY 1988. The proportions have remained the same for the past 18 months.

Three-quarters of heroin admissions continue to be 30 to 44 years old; only a few cases are under 21 years of age. Over three quarters of Detroit/Wayne County admissions are black, while 22 percent are white. Statewide, 61 percent are black and 36 percent are white. Hispanics make up 1 percent of heroin admissions in Detroit/Wayne County and 2 percent statewide. About two-thirds are male, with the proportion of males slightly higher in the metropolitan area. About one in six (17 percent) heroin admissions in Detroit/Wayne County are employed, while statewide one in five are employed.

Street-level heroin available in the metro area has maintained a relatively long-term pattern of low average purity. However, the DEA Monitor Program began to identify increasing levels of heroin purity in the first half of 1988. The overall 1988 average was 15.6 percent, with a range of 1.3-71.9 percent. First-quarter 1989 samples had an average purity of 21 percent, with a wide range similar to 1988. The majority was Southeast Asian; these samples also had higher average purity levels. Thus, it appears that both purity levels and the major heroin source have changed significantly in the Detroit area. Reports of transshipment through the Los Angeles area are now more common than through New York City. Very little Mexican heroin is reported.

Diluents continue to be primarily quinine, lactose, mannitol, and occasionally diphenhydramine. The average price calculated per pure milligram of heroin was $1.65 during 1988 (range in samples $0.76 to $4.62) and $1.77 during second quarter 1989 (range $1.12 to $3.03). Packaging continues in manila coin envelopes with a variety of names or other symbols stamped on them. Prices for single packs of heroin are $10-$15, while bundles of 10 are usually $100-$125.

3. OTHER OPIATES

Codeine and its compounds remain the most widely abused drugs in this category. There are still reports of meperidine (Demerol), hydromorphone (Dilaudid), and pentazocine (Talwin), but these are exceeded by codeine. Pentazocine seems to have disappeared again after a reappearance in late 1988.

Hospital ER mentions for drugs in this group continue to be relatively low, yet stable. Codeine mentions are the most frequent, with about 18 per quarter.

Admissions to treatment for drugs in this group continue the decline that started about 1984. However, this decline now seems to be occurring faster outstate than in the metro area; previously, the pattern had been the opposite.

4. MARIJUANA

Marijuana ER mentions are stable. Admissions to treatment for primary marijuana problems were 4 percent of total admissions in the metro area and 8 percent of statewide admissions during FY 1988 and for the first 6 months of FY 1989.

There are some reports that availability has increased. The severe drought during the summer of 1988 did not seem to have a major effect on domestic growers. Prices are high but relatively stable--$150 per ounce for homegrown sinsemilla and $2,500-3,000 per pound for more exotic types. There are reports of greater domestic growing operations with relatively small numbers of plants in frequent indoor cultivation cycles.

5. STIMULANTS

Isolated reports continue regarding methamphetamine abuse, particularly among motorcycle gangs. Neither this type nor prescription amphetamines seem to be very available. Stimulant ER mentions have dwindled to very few per quarter. Admissions to treatment for problems with drugs in this group are sporadic and stable at relatively low rates.

6. TRANQUILIZERS AND SEDATIVES/HYPNOTICS

During 1988, the Wayne County Medical Examiner determined 51 deaths due to prescription drugs. A breakdown on the specific types of drugs is not available, but staff feel these are not different from those reported in previous periods. Diazepam (Valium), tofranil (Imipramine), norpramine (Desipramine), propoxyphene (Darvon), barbiturates, amitriptyline (Elavil), nortriptyline (Aventyl), amoxapine, alprazolam (Xanax), meprobamate, doxylamine, dextromethorphan, in combination with cocaine and sometimes alcohol and heroin, have been found in the past. As before, no one particular drug in this group seems to cause more frequent deaths than any other. There are some reports of more alprazolam. All these drugs are reflected consistently in the ER data. Admissions to treatment during FY 1988 are slightly down from the prior year, with several a month in Detroit/Wayne County and statewide.

7. HALLUCINOGENS

Periodic reports continue regarding LSD, particularly in the form of purple barrels and allegedly on paper cartoon characters; most of these are in metro suburban areas and/or outstate.

ACQUIRED IMMUNODEFICIENCY SYNDROME (AIDS) AMONG INTRAVENOUS DRUG ABUSERS

As of mid-May 1989, a total of 1,120 cases of AIDS were identified in Michigan, compared to 644 such cases 1 year earlier (exhibit 9).

Intravenous (IV) drug abuse continues to account for 28 percent of total cases; 22 percent are associated with sole IV drug abuse, and 6 percent are associated with the dual risks of IV drug abuse and homosexuality/bisexuality. However, the dual risk group is increasing as a proportion of total cases at a faster rate than all other risk groups; 31 percent of all cases identified in the last 12 months were in this group. A total of 320 such cases since have been reported since data collection began.

Over half (54 percent) of all AIDS cases are residents of either Detroit or Wayne County; another 12 percent of the State total are residents of the affluent, neighboring, suburban Oakland County.

The Department of Public Health has recently started a new wave of the ongoing media campaign for AIDS prevention. Many of the TV, radio, and print/poster elements in this effort are targeted specifically at IV drug abusers. In addition, several new laws have recently taken effect, including: mandatory premarital counseling for AIDS prevention, tracing sex partners of positive HIV cases, and testing new prisoners entering the State correction systems.

OTHER COMMENTS

Youth violence, especially with firearms, continues at high rates in Detroit. One 1988 tally showed that 430 youths aged 17 or younger were shot and wounded (464 were shot in 1987), 77 fatally. Through May 1989, over 200 youths have been shot, 32 fatally. Police estimate that 80 percent of these cases involve drugs in one way or another. There were 3 murders in a crack house last Christmas Eve, and 13 over the weekend.

Juvenile crime experts estimate that approximately 1,000-2,500 hard-core youths in the metro area are responsible for the majority of the violent crime and drug trafficking. These persons have labeled themselves as "beastmasters" or "mutations."

Much of this violence involves automatic weapons; on raids by narcotics police, it is not uncommon to find machine guns or pistols.

The city of Detroit Police reported that serious crime declined 5.3 percent in 1988. Declines were apparent in robberies, burglaries, larcenies, and auto theft. Homicides were also down, and rapes were up very slightly. However, assaults were up over last year (13,922 cases--a 3-percent increase).

High tech cellular phones and beepers are common among drug dealers. The city of Detroit Narcotics Unit notes they have a "whole roomful" of confiscated phones.

Sexually transmitted disease (STD), especially syphilis and penicillin-resistant gonorrhea, has increased sharply since 1985. Most cases occur in Detroit. Department of Public Health staff speculate that at least some of this increase is due to crack cocaine, and especially to females exchanging sex for crack. STD workers engaged in partner tracing face increased violence potential when they find addresses that appear to be crack houses. According to recent estimates, up to half of all new STD cases are known or confirmed cocaine/crack users.

The Department of Mental Health is about to start a research project in Wayne County on the relationship between substance abuse (especially crack) and use of acute mental health/State mental hospital services. There have been significant increases in the number of substance abusers (especially cocaine users) admitted to mental health facilities and State hospitals. Many do not stay long enough to receive appropriate treatment.

The Governor has appointed a drug czar to work on statewide coordination issues. The Mayor of Detroit has also created a similar position in city government.

Legislation implementing a triplicate prescription program for all Schedule II drugs in Michigan takes effect on August 1, 1989. This effort is expected to ultimately reduce the availability and use of a variety of abused drugs. The latest data from the DEA's ARCOS system show that Michigan ranks high compared to the national per capita average for codeine (#2 in U.S.), methylphen idate (Ritalin) (#2 in U.S.), and amobarbital (#4 in U.S.).

A heretofore relatively nondrug-involved group in the metro area that has recently been tied to major drug (cocaine) distribution networks are Chaldeans. One group reportedly moved up to 100 kilograms per week into the area from Florida. An associate of this group was recently found with 18 sticks of dynamite. Currently, there is competition within the group for control of the drug trafficking.

As part of the forfeiture of goods and materials strategy to combat drug dealing, Michigan Department of Treasury staff are now accompanying police on some narcotics raids and using lap-top computers to immediately compute tax liens for unreported drug sales profits.

EXHIBIT 1

DETROIT
DRUG ABUSE MENTIONS - REPORTING EMERGENCY ROOMS
JANUARY 1986-DECEMBER 1988

DRUG MENTIONED	1986				1987				1988			
	JAN-MAR	APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR	APR-JUN	JUL-SEP	OCT-DEC	JAN-MAR	APR-JUN	JUL-SEP	OCT-DEC
Heroin	558	603	709	703	645	651	695	517	463	467	484	385
Marijuana	140	176	179	146	158	176	212	235	194	147	197	177
Cocaine	386	553	792	865	895	1,080	1,326	1,332	1,113	881	1,082	1,346
Dilaudid	11	13	13	13	12	8	16	7	5	8	9	6
PCP	17	16	14	15	14	5	10	9	5	14	7	5
Demerol	11	9	5	8	5	7	4	2	3	6	4	5
Codeine	13	20	18	25	18	18	21	20	11	16	13	16
Valuim	114	111	134	95	90	107	117	96	79	83	68	88
Talwin	3	3	3	2	2	2	3	3	0	3	1	2
Alcohol-in-Combination	290	287	336	369	658	707	805	836	655	708	805	917
Other Drugs	1,341	1,309	1,386	1,266	1,254	1,200	1,108	985	960	1,018	1,062	391
TOTAL MENTIONS	2,884	3,100	3,589	3,507	3,751	3,961	4,317	4,042	3,488	3,351	3,732	3,338

TOP FIVE DRUGS MENTIONED, THEIR RANKING, AND PERCENTAGE OF THE TOTAL

1986		1987		1988	
1. Cocaine	20%	1. Cocaine	29%	1. Cocaine	32%
2. Heroin	20	2. Alcohol-in-Combination	19	2. Alcohol-in-Combination	22
3. Alcohol-in-Combination	10	3. Heroin	18	3. Heroin	13
4. Marijuana	5	4. Marijuana	5	4. Marijuana	5
5. Valium	3	5. Valium	3	5. Valium	2

SOURCE: Drug Abuse Warning Network (Imputed Data)

EXHIBIT 2

DETROIT
TREATMENT ADMISSIONS BY PRIMARY DRUG

PRIMARY DRUG	FY 1984		FY 1985		FY 1986		FY 1987		FY 1988		FY 1989*	
	No.	(%)	No.	(%)	No.	(%)	No.	(%)	No.	(%)	No.	(%)
None	108	(1)	97	(1)	117	(1)	113	(1)	163	(1)	96	(1)
Alcohol	11,114	(60)	10,534	(60)	10,538	(56)	10,062	(52)	8,682	(47)	3,518	(40)
Amphetamines	114	(1)	80	(<1)	40	(<1)	24	(<1)	41	(<1)	37	(<1)
Barbiturates	47	(<1)	23	(<1)	17	(<1)	16	(<1)	6	(<1)	6	(<1)
Cocaine	473	(3)	1,263	(7)	2,892	(15)	4,981	(26)	6,107	(33)	3,392	(39)
Hallucinogens	115	(1)	80	(<1)	67	(<1)	52	(<1)	25	(<1)	11	(<1)
Heroin	4,221	(23)	3,410	(19)	2,887	(15)	2,184	(11)	1,866	(10)	863	(10)
Inhalants	10	(<1)	3	(<1)	6	(<1)	8	(<1)	3	(<1)	4	(<1)
Marijuana/Hashish	761	(4)	647	(4)	685	(4)	537	(3)	654	(4)	314	(4)
Methadone (Non-Rx)	83	(<1)	59	(<1)	40	(<1)	38	(<1)	30	(<1)	26	(<1)
Other Sedatives/Hypnotics	121	(1)	85	(<1)	72	(<1)	75	(<1)	65	(<1)	11	(<1)
Other Opiates/Synthetics	610	(3)	478	(3)	480	(3)	276	(1)	197	(1)	88	(1)
Over-the-Counter	9	(<1)	4	(<1)	5	(<1)	5	(<1)	5	(<1)	1	(<1)
Significant Other (Family)	431	(2)	774	(4)	816	(4)	685	(4)	597	(3)	274	(3)
Other	118	(1)	118	(1)	52	(<1)	37	(<1)	40	(<1)	26	(<1)
Unknown	15	(<1)	8	(<1)	0	(0)	77	(<1)	91	(1)	36	(<1)
Not Reported	31	(<1)	28	(<1)	74	(<1)	27	(<1)	58	(<1)	53	(1)
TOTAL	18,381	(100)	17,691	(99)	18,788	(98)	19,197	(98)	18,630	(100)	8,756	(100)

NOTE: Data are for the fiscal years (October 1 - September 30).
*FY 1989 data are for the first 6 months of fiscal year.
SOURCE: Office of Substance Abuse Services

EXHIBIT 3

DETROIT
TREATMENT ADMISSIONS BY PRIMARY DRUG
(TOP FOUR DRUGS ONLY) IN DETROIT
FY1981-FY1989

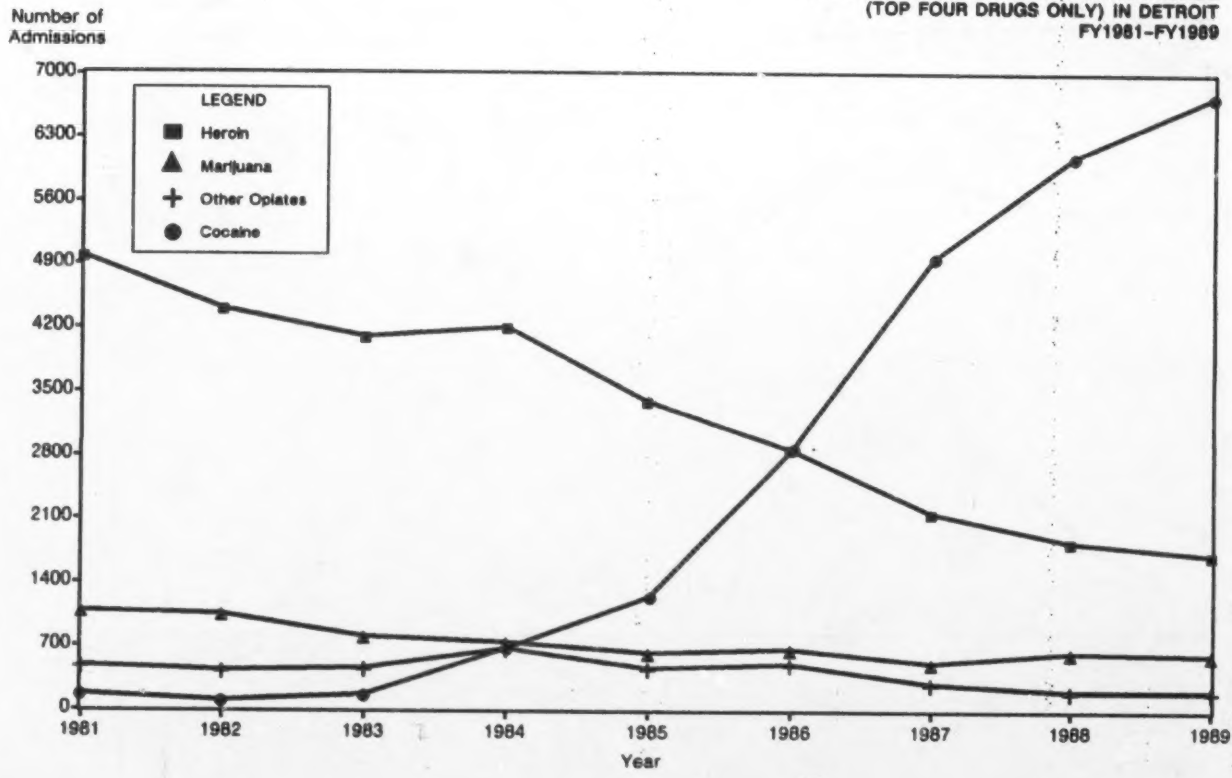

EXHIBIT 4

DETROIT
TREATMENT ADMISSIONS BY PRIMARY DRUG
(TOP FOUR DRUGS ONLY) IN MICHIGAN
FY1981–FY1989

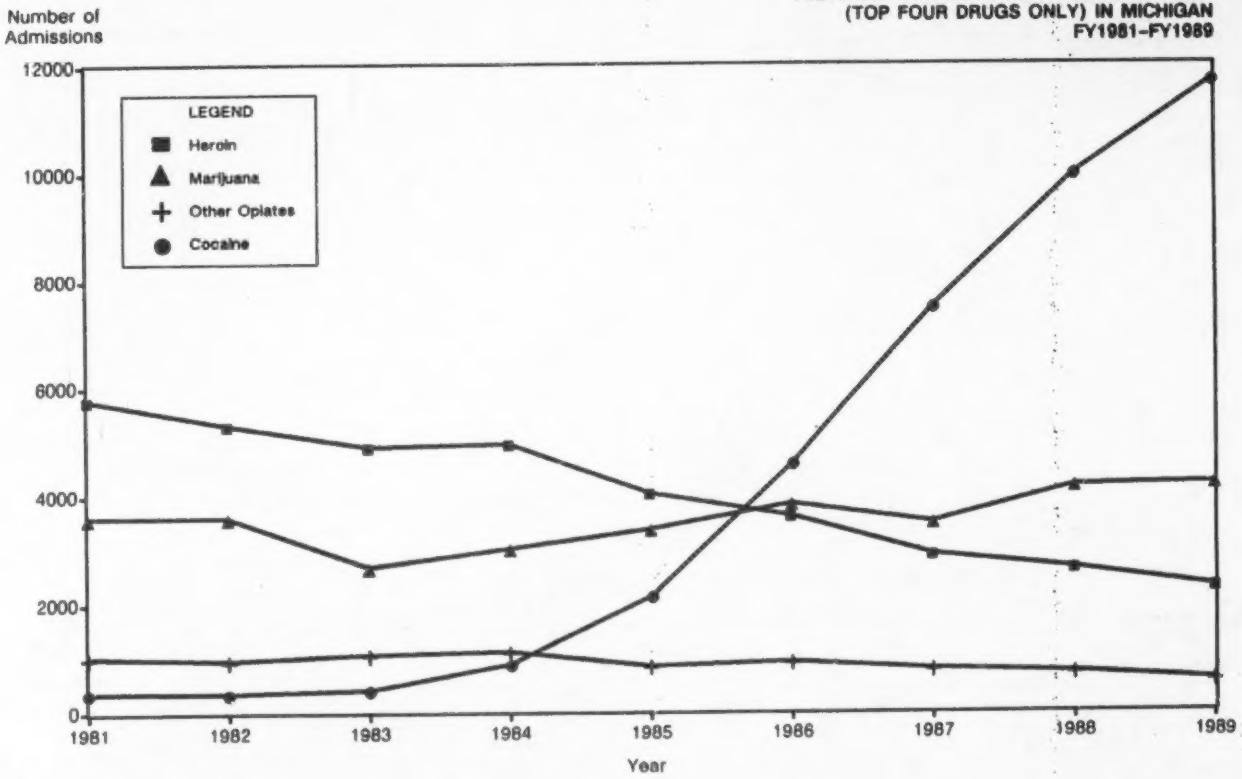

EXHIBIT 5

DETROIT
SUMMARY CHARACTERISTICS OF ADMISSIONS WITH COCAINE* AS THE PRIMARY SUBSTANCE ABUSE PROBLEM
FY 1989**

CATEGORY	DETROIT/WAYNE COUNTY ADMISSIONS (2,141)		STATEWIDE ADMISSIONS (4,193)	
	No.	(%)	No.	(%)
Sex				
Male	1,546	(73)	2,846	(68)
Female	580	(27)	1,326	(32)
Race				
White	642	(30)	1,848	(44)
Black	1,463	(69)	2,242	(54)
Hispanic	21	(1)	60	(1)
American Indian	1	(<1)	15	(<1)
Other	7	(<1)	16	(<1)
Marital Status				
Never Married/Single	1,279	(60)	2,358	(57)
Married/Cohabitating	291	(14)	722	(17)
Widowed	23	(1)	42	(1)
Divorced	309	(15)	621	(15)
Separated	227	(11)	434	(10)
Employment Status				
Full-Time	355	(17)	1,003	(24)
Part-Time	90	(4)	240	(6)
Unemployed in Work Force	1,506	(71)	2,519	(61)
Unemployed Not in Work Force	166	(8)	383	(9)
Service Category				
Residential (Detox and Treatment Combined)	1,236	(58)	1,944	(46)
Outpatient	905	(42)	2,249	(54)
Age				
0-13	0	(0)	0	(0)
14-17	15	(1)	64	(2)
18-20	105	(5)	273	(7)
21-25	464	(22)	946	(23)
26-29	570	(27)	1,109	(27)
30-35	601	(28)	1,132	(27)
36-44	313	(15)	553	(13)
45-54	51	(2)	74	(2)
55-64	7	(<1)	12	(<1)
65 and Over	1	(<1)	2	(<1)

* Does not include crack.

** Data are for the first 6 months only.

SOURCE: Office of Substance Abuse Services

EXHIBIT 6

DETROIT
SUMMARY CHARACTERISTICS OF ADMISSIONS WITH CRACK* AS THE PRIMARY SUBSTANCE ABUSE PROBLEM
FY 1989**

CATEGORY	DETROIT/WAYNE COUNTY ADMISSIONS (1,251)		STATEWIDE ADMISSIONS (1,684)	
	No.	(%)	No.	(%)
Sex				
Male	830	(67)	1,104	(66)
Female	402	(33)	560	(34)
Race				
White	221	(18)	446	(27)
Black	1,019	(82)	1,220	(73)
Hispanic	2	(<1)	5	(<1)
American Indian	2	(<1)	3	(<1)
Other	2	(<1)	4	(<1)
Marital Status				
Never Married/Single	797	(64)	1,058	(63)
Married/Cohabitating	158	(13)	224	(13)
Widowed	9	(1)	17	(1)
Divorced	132	(11)	185	(11)
Separated	151	(12)	195	(12)
Employment Status				
Full-Time	127	(10)	220	(13)
Part-Time	50	(4)	77	(5)
Unemployed in Work Force	953	(77)	1,204	(73)
Unemployed Not in Work Force	101	(8)	160	(10)
Service Category				
Residential (Detox and Treatment Combined)	933	(75)	1,131	(67)
Outpatient	318	(25)	553	(33)
Age				
0-13	0	(0)	0	(0)
14-17	6	(1)	17	(1)
18-20	49	(4)	84	(5)
21-25	311	(25)	425	(25)
26-29	343	(28)	465	(28)
30-35	377	(30)	484	(29)
36-44	143	(11)	181	(11)
45-54	17	(1)	23	(1)
55-64	3	(<1)	3	(<1)
65 and Over	0	(0)	0	(0)

* Does not include cocaine hydrochloride.

** Data are for first 6 months only.

SOURCE: Office of Substance Abuse Services

EXHIBIT 7

DETROIT
NARCOTIC ADDICTION DEATHS

QUARTER	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
1st	79	51	23	28	20	34	26	31	40	40	53	56	61	35	41
2nd	79	55	23	13	20	36	27	63	21	40	66	47	65	33	
3rd	124	57	29	20	20	54	38	48	39	34	50	48	66	63	
4th	59	43	20	12	27	34	50	50	36	55	48	60	48	46	
TOTAL	341	206	95	73	87	158	141	192	136	169	217	211	240	177	

SOURCE: Wayne County Medical Examiner's Office; Dr. Montforte, 1989

EXHIBIT 8

DETROIT
ADMISSIONS BY PRIMARY DRUG TYPE
STATEWIDE VS. DETROIT/WAYNE COUNTY

	FY 1986 STATEWIDE ADMISSIONS		FY 1986 DETROIT/WAYNE CO. ADMISSIONS		DETROIT/WAYNE CO. AS A PERCENT OF STATE TOTALS
	No.	(%)	No.	(%)	
Primary Drug					
Alcohol	37,348	(68)	10,538	(56)	28
Heroin	3,646	(7)	2,887	(15)	79
Other Opiates and Synthetics	954	(2)	520	(3)	55
All Other (Various)	13,044	(24)	4,845	(26)	37
TOTAL	54,992	(100)	18,790	(100)	34

	FY 1987 STATEWIDE ADMISSIONS		FY 1987 DETROIT/WAYNE CO. ADMISSIONS		DETROIT/WAYNE CO. AS A PERCENT OF STATE TOTALS
	No.	(%)	No.	(%)	
Primary Drug					
Alcohol	37,477	(66)	10,062	(52)	27
Heroin	2,935	(5)	2,184	(11)	74
Other Opiates and Synthetics	815	(1)	314	(2)	39
All Other (Various)	15,614	(27)	6,637	(35)	43
TOTAL	56,841	(99)	19,197	(100)	34

	FY 1988 STATEWIDE ADMISSIONS		FY 1988 DETROIT/WAYNE CO. ADMISSIONS		DETROIT/WAYNE CO. AS A PERCENT OF STATE TOTALS
	No.	(%)	No.	(%)	
Primary Drug					
Alcohol	36,777	(61)	8,682	(47)	24
Heroin	2,673	(5)	1,866	(10)	70
Other Opiates and Synthetics	754	(1)	227	(1)	30
All Other (Various)	19,875	(33)	7,855	(42)	40
TOTAL	60,079	(100)	18,630	(100)	31

	FY 1989* STATEWIDE ADMISSIONS		FY 1989* DETROIT/WAYNE CO. ADMISSIONS		DETROIT/WAYNE CO. AS A PERCENT OF STATE TOTALS
	No.	(%)	No.	(%)	
Primary Drug					
Alcohol	17,671	(59)	3,518	(40)	20
Heroin	1,260	(5)	863	(10)	68
Other Opiates and Synthetics	303	(1)	114	(1)	38
All Other (Various)	10,565	(35)	4,261	(49)	40
TOTAL	29,799	(100)	8,756	(100)	29

* Data are for the first 6 months only.

SOURCE: Office of Substance Abuse Services

EXHIBIT 9

DETROIT
AIDS CASES IN MICHIGAN